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CITY OF WINTERS

**ECONOMIC DEVELOPMENT OF
WINTERS' DOWNTOWN AREA**

**VOLUME 1
PROGRAM**


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August, 1990



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August 17, 1990

Glenn J. Valenzuela
Community Development Director
318 First Street
Winters, CA 95694

Re: FINAL REPORT: Economic Development of the Winters' Downtown Area, VOLUME 1

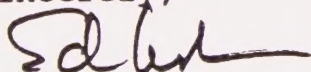
Dear Mr. Valenzuela:

Enclosed is VOLUME 1 of the Economic Development of the Winters' Downtown Area.

The significant pending residential development of an additional 3,400 dwelling units have been considered in this economic assessment and in the establishment of economic revitalization goals. We have addressed this specifically in the Market Analysis section of this VOLUME 1 and more completely in the Commercial Market Report in VOLUME 3.

We appreciate the assistance of the members of the Winters' City Council, Planning Commission and City Staff in the accomplishment of this report. Most of all, we appreciate the participation of members of the Winters' business community.

Sincerely,



Ed Astone
Project Consultant

**THE ECONOMIC DEVELOPMENT OF
WINTERS' DOWNTOWN AREA**

**VOLUME 1
PROGRAM**

BY

**ZEPHYR ASSOCIATES
P.O. BOX 160422
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August 17, 1990

ACKNOWLEDGEMENTS

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Roger Mosier, Mayor Pro Tem
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Bill Pfanner
Woody Fridae

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Perry Peck, City Manager
Glenn Valenzuela, Director of Community Development
Jon Robinson, Senior Planning Intern
Joan Thissell, Building Inspector

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Nanci Mills

Bill Nichols
Karen Ogando
Cecil Padilla
Judy Spinetti

INTERVIEWEES

Those that were interviewed during this study process are listed in Appendix B.

PREFACE

This is Volume 1, Program for the Economic Development of Winters' Downtown Area report.

There is also Volume 2 which is the Technical Supplement and includes the appendices, and Volume 3, which is the Commercial Market Report for the Winters' Market Trade Area.

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VOLUME 3

WINTERS COMMERCIAL MARKET REPORT

SUMMARY

This is a summary of the study of the economic development of Winters' Downtown. It is comprised of three integrated parts. The first is a presentation of the existing conditions which includes the current demographics and market conditions along with the analysis of the downtown area. The second is a projection of the existing and the future commercial potential of the Winters' community and the downtown area. The third part is the economic development program which includes the project elements that are necessary to realize the existing and the future economic opportunities

EXISTING CONDITIONS

MARKET ANALYSIS

TRADE AREA DEMOGRAPHICS

According to the 1980 U.S. Census the Winters trade area (Winters Census Tract) population was 3,949. The 1990 estimates indicate an increase in the population count to 5,827. The 1990 population, therefore, shows an increase of 47.6 percent from 1980. During this same period, the County grew at a rate of 20.9 percent.

Households in the trade area increased from 1,341 to 1,974 between 1980 and 1990, an increase of 47.2 percent. Households increased at a rate of 24.0 percent in the County during the same period.

Average household size decreased in the trade area from 2.95 to 2.93 (a 0.2 percent decrease). This trend is in contrast to the County's average household size which dropped 2.2 percent.

The Winters trade area contains a smaller concentration of households earning less than \$15,000 per year than the County (27.7 percent compared to 28.7 percent respectively).

The trade area also contains a smaller concentration of households earning more than \$50,000 per year as the County (16.8 percent compared to 21.2, respectively.)

The estimated 1990 average household income for the trade area is \$31,073 as compared to the County's which is estimated at \$33,339. Average household income grew between 1980 and 1990 by 70.7 percent in the trade area, compared to 70.6 percent in County.

The estimated 1990 per capita income for the trade area is \$10,777 as compared to the County's which is estimated at \$12,682. Per capita income grew between 1980 and 1990 by 70.8 percent in the trade area as compared to 74.3 percent in the County.

RETAIL SALES/INCOME

Winters has experienced virtually no growth in the number of retail outlets and in the number of taxable transactions over the past five years and there has been little real growth (non-inflationary) in the total retail sales for the same period. (TABLE 3.2)

A breakdown of the major retail categories indicates growth in the eating/drinking category while the majority of the categories have so few outlets that the State Board of Equalization will not divulge the sales totals. Therefore, it is not clear of the increase and/or decrease in retail sales of the businesses in these

categories. (TABLE 3.3)

The 1990 estimated aggregate income for the Winters Trade Area is \$62.8 million, with an estimated buying power income of \$40.8 million. Retail sales for outlets in Winters totaled \$8.6 million for 1988 (latest data available).

TRADE AREA PRODUCT-SERVICE PREFERENCE INDEX

As a group, the Winters trade area shoppers are more frequent users and consumers of moderate priced retail, financial and service products than the average U.S. shopper.

The Winters consumer profile and the target product-service preference index which is based on incomes and lifestyles of the Winters trade area shoppers indicates the following price line distribution:

Better-priced goods	15%
Moderate-priced goods	50%
Budget-priced goods	35%

Included as Appendix 1 to this Summary is the complete product preference listing.

COMMERCIAL INVENTORY

There is approximately 230,900 square feet of building area presently used for the sale of retail goods and services, including eating/drinking Citywide with approximately 62% (143,000 s.f.) of that space being located in the downtown area including the Railroad Avenue commercial corridor (Putah Creek Bridge to Grant Avenue).

COMMERCIAL MARKET POTENTIAL

There is a significant base of disposal income available in the trade area and it is projected to grow at an annual rate of at least 9.92% through 1995.

With the 1988 retail sales total of \$8.6 million, there is retail sales leakage out of Winters of approximately **\$32 million.**

The commercial market potential of the Winters downtown was quantified by using the Marketplace Potential Index (MPI) for each of the 101 four digit Standard Industrial Code (SIC) business types to quantify the potential for additional businesses and employees by specific four digit SIC's.

TABLE 3.4 is a summary of the seventeen retail establishment types, their current and build-out potential. TABLE 3.5 is the complete listing of the 101 establishment types and is attached to this summary.

For the purposes of this analysis, two demand potentials were calculated for the Winters trade area. The first demand potential estimates the "Current Potential" which is an estimated of the additional retail-commercial activity that the trade area could absorb in 1990, given the current population and household mix.

The second demand potential estimates the "Build-Out Potential" which is an estimate of the additional retail-commercial activity that the City could absorb if the community reached its build-out potential of 14,000 people - approximately 5,200 households. (The "Build-Out Potential" estimates include the "Current Potential" estimates.)

In summary, based on the MPI, there is a current potential of 8 establishments with 37 new employees and a community build-out potential of 53 establishments and 184 new employees which includes the current potential.

As indicated earlier, there are retail sales of approximately \$32 million leaving the Winters community and being spent in Davis, Vacaville, Fairfield, Woodland, Sacramento, etc. Just as other communities have seen the majority of the spendable income from the residents in the local trade area going to neighboring larger communities, the same is expected to continue for Winters.

The challenge is to provide, promote and to market local goods and services in such a way that the local residents will find it not only convenient, but also economical to shop locally.

It is realistic to project that at least one-half of this retail sales leakage can be captured by local retail goods and services outlets, if they satisfy the needs, desires and the shopping aspirations of the Winters trade area residents.

OBSERVATIONS, ISSUES AND RECOMMENDATIONS

Based upon a review and analysis of the demographic, the lifestyle database, the product/service preference information, the commercial marketplace index and many days of on-site interviews of approximately 35 members of the Winters' business and governmental community, the following observations are offered which explain and highlight some of the dynamics involved in the retail-commercial developments of Winters' Downtown. Following the observations, the key issues which will impact development are identified, and recommendations are provided to assist with implementation.

OBSERVATIONS

- *The Winters community is stable and growing with a strong but non-diversified economic base. Overall, Winters is an agricultural/agribusiness community with a growing commuter resident base. The commuter base will allow the community to move ahead and/or maintain itself if it takes advantage of the economic opportunities which are being provided by the resident population.
- *The Community at large sees and believes in the need for an economically viable downtown. Historically, the downtown has served as the retail and cultural center and it in many ways represents the roots of the Winters community. There is support for the strengthening of its economic viability.
- *The visual image of the downtown area is characterized by the old "historic" buildings and they are very important.
- *The majority of the Winters Trade Area current potential is based on the moderate and budget priced goods. Whether or not this will be true of the new residents that will represent the majority of the built-out population is unclear at this time.
- *A significant portion of the spendable income of the residents in the Winters Trade Area can be captured by local retail goods and services outlets, but it cannot be business as usual. There must be good marketing, good merchandising and there must be appropriate pricing (value for price).

*The Public Sector (City) has a role in the continued development of Winters Downtown. It should be focused on: incentive/subsidy funding for building improvements; management/organization seed funding and leadership; infrastructure upgrading; and commercial development management.

*Based on the MPI which is a comparison of Winters current and built-out potential with the four base communities, there is a current demand for five establishment groupings and a build-out demand for nine establishment groupings which would be appropriate for Winters' Downtown. The current demand indicated is included in the build-out demand.

*Department Store Related	1 Current	1 Build-out
*Clothing Related	1 Current	5 Build-out
*Leisure & Miscellaneous Related	1 Current	4 Build-out
*Banking and Finance	0 Current	3 Build-out
*Office: Insurance, Real Estate, Legal	0 Current	1 Build-out
*Office: Medical	2 Current	6 Build-out
*Drug & Proprietary Stores	0 Current	2 Build-out
*Entertainment Related	0 Current	13 Build-out
*Tourism Related	1 Current	13 Build-out

ISSUES

The following were the issues originated from the personal interviews and conversations.

- * **What are the existing economic conditions including retailing and employment and why?**

The general consensus evolved around descriptive words such as: steady; dreadful; struggling; and slow, but steadily improving.

- * **What are the current strengths of Winters Downtown?**

The consensus answer was the atmosphere provided by the old building. Other popular responses were: friendly; and small country town. -

- * **What are the current shortcomings of Winters' Downtown?**

There were many different answers with some of the more popular being: lack of shopping and inventory variety; lack of access to funding for building upgrading; lack of strong cohesive organization; peoples attitudes and nothing happens.

- * **Based on the expected development of new dwelling units and an expected community population of approximately 14,000, what should happen to the Winters' Downtown?**

The consensus answer was the development of the property fronting on the east side of Railroad Avenue. Other popular responses included: satisfying the shopping needs of the local residents parking, particularly behind the buildings; non-retail uses upstairs and out of store fronts.

- ★ **Based on the growth mentioned above, what should happen to other areas of the City regarding commercial development?**

Some of the more popular responses focused on the freeway commercial being developed with uses that would not normally locate in a downtown area; the inevitable shopping centers should have primarily convenience goods and the other uses (shopping and specialty) should be saved for the downtown area; and controls by the City that the downtown area including Railroad Avenue commercial area be developed before any shopping centers are allowed.

- ★ **Any other thoughts about Winters' Downtown?**

A common response was aimed at the need for sympathetic City government (Council, Planning Commission, and Staff) that want to see the community grow at least to 14,000 population. The length of time estimated for this build-out was anywhere from a minimum of five to twenty years with ten being the most popular answer. There were many other suggestions and all listed in the full report, the appendices and the commercial market report should be considered and discussed.

RECOMMENDATIONS

ECONOMIC DEVELOPMENT PROGRAM

There is the need for a policy statement regarding the operation and development of the downtown area. This will establish a common understanding of the mission by all of those participating in the operation and management of the downtown area.

This broad policy or "mission" statement is accompanied by the necessary goals and objectives to serve as the guide for the future.

Mission Statement

Winters' Downtown is to serve the residents of Winters and the surrounding areas and visitors to Winters as the economically viable commercial, governmental, cultural and entertainment center of the community in a physical setting that captures and portrays the early heritage of Winters along with the atmosphere of a successful small valley town.

GOALS

1. All of the downtown buildings should be brought up to a good physical and visual standard with the retro-fitting of the unreinforced masonry buildings in Winters' Downtown as the highest priority project.
2. The Winters' Chamber of Commerce and its Downtown Committee program should be increased along with its community wide program of promotion and business expansion and enhancement.
3. The full commercial build-out of the Winters' Downtown Area is a priority for the development of retail and mixed use facilities and that commercial development should include retail outlet that sell shopping and specialty goods. Other priority uses are: theme

eating/drinking establishments; entertainment and cultural facilities and non-retail office uses.

4. A pro-active program of recruiting quality businesses in all available commercial space with particular emphasis on retailing outlets in store front locations and non-retailing uses to the upper floor space.
5. Public projects that result in an increase in pedestrians in the downtown area should be encouraged and developed.
6. Continued physical improvement of the downtown area including both the upgrading of the infrastructure and downtown beautification.
7. More "customers" attracted to Downtown Winters.

When faced with a downtown that does not fulfill expectations, the tendency of many is to treat downtown as a physical object that just needs painting, pruning and polishing. It is more difficult to understand and to work with downtown's more business and social aspects: downtown as a place for commercial and social activity and for people.

The public expects better management of its downtown and downtown businesses rather than radical design changes. It wants easy access to quality (value for price) goods, services and events.

In order to fulfill the mission statement and to accomplish the goals, all facets of the downtown area must be in "sync" with what the public expects from the center of town. All facets of Winters Downtown must be developed and upgraded and must perform at an acceptable level.

The economic/commercial revitalization program is based on an understanding of the characteristics of the downtown area, its weaknesses and its strengths. This program grows out of the information accumulated, an understanding of that data and information and recommendations on strategy and implementation.

1) Management/Organization and Promotions

Presently, the Winters' Chamber of Commerce is the private business organization in Winters. The Chamber of Commerce can serve in the role that is usually performed by a downtown association. In order for the Chamber to be effective, the entire program needs to be expanded both financially and operationally.

The Chamber should continue and should expand its program of downtown promotions not all of which need be aimed at increasing directly, the level of retail sales by the downtown businesses. Some of the events should have as their goal, the use of the downtown area because it is the central point of the community.

The Chamber should expand its role of being the private economic development organization whose aim is to attract quality businesses to Winters.

In general, the Chamber should become the City's partner in the expansion of the commercial business community.

2) Market Analysis

The Commercial Revitalization Report includes an analysis of the existing retail market conditions and the opportunities that exist now and will exist in the future.

The CMR should be widely distributed, discussed and understood. It can serve as important planning data and information during the Winters General Plan update and the implementation of the general plan.

3) Business Mix/Land Use

Winters' Downtown provides many development opportunities on both vacant land and vacant building space. The single highest priority is the structural stabilization of the unreinforced two story buildings along Main Street. This will provide space in the downtown area to satisfy some of the existing and projected demand for commercial space. Non-retail uses should be located in upper floor space and in other non-storefront building areas.

The one vacant parcel on Main Street should be developed by preferably a two story building so as to provide the maximum amount of building space in the downtown area.

Additional commercial space, in mixed use developments, should be developed on the vacant and generally underutilized property fronting on Railroad Avenue. between the Community Center and Grant Avenue.

4) Infrastructure

Downtown Winters has the basic infrastructure in place to continue to service the existing businesses and to service additional businesses which would be developed on the vacant and underutilized property in 3) Business Mix/Land Use above.

There is the need however to address the upgrading of the downtown area's storm drainage system; water distribution system; curb-gutters-sidewalks repair/replacement along with the task of undergrounding the existing electrical and telephone system.

5) Public Urban Design

There are additional improvements that can be added to the downtown area that can enhance the physical appearance of the area. These should be consistent with and should portray the image and the mission statement theme of Winters' Downtown in both design and the materials. There is the need for a downtown physical improvement plan that updates the plan completed in 1978.

The Central Business Area Plan, August, 1978 includes a variety of information, much of which is still relevant. A portion of this plan is included in Volume 2, Appendix G.

Physical changes to the public areas however will only result in a token return if there is not an enhancement and expansion of the private improvements including the buildings and even more importantly, the businesses in the downtown area.

6) Private Building Improvements and Design

The City of Winters should cause the Downtown unreinforced masonry structures to be retro-fitted by providing financial incentive/subsidy funding. This will provide for the availability of the upper floor space of the commercial buildings for non-retail uses. This retro-fitting will also eliminate a questioning "cloud" as to the future of these buildings. It is unlikely that demolition of the buildings would ever be permitted without public controversy.

In May, 1985, the Winters historic preservation ordinance was adopted establishing the Historic Preservation Commission including a list of inventoried sites most of which are located on Main Street. In February, 1988, the duties of the Historic Preservation Commission were assumed by the Planning Commission.

The ordinance established Historic District One and provided the Planning Commission with plan review responsibilities for any changes proposed for structures in the district.

The City does not have a published set of design guidelines and standards for the historic district and there is the need for not only the guideline and standard verbiage, but there is the need for a design handbook which would include sketches of examples of acceptable design elements.

There is the need for specific design standards and guidelines for the balance of the downtown area and for the property fronting along Railroad Avenue between Main Street and Highway 128. These standards and guidelines are necessary so that the intent of the mission statement can be realized.

Development of the Railroad Avenue property should be guided by development policy standards such as those listed here as a sampling:

- a) The buildings and the uses should be an extension of the Downtown Main Street area and should not be suburban commercial type developments.
- b) The buildings should be placed on the parcels close to the front (Railroad Avenue) property line, set back only minimally for landscaping.
- c) The developments should be occupied predominately by retailing with a minimal of non-retailing offices. These non-retailing uses should be located in mezzanines and upper floors and to locations with limited pedestrian access.
- d) The commercial development owners should join with the other owners on the block for a coordinated parking development. Parking should not be located along Railroad Avenue frontage.

7) Parking

There is not now a traditional parking problem in Winters' Downtown. There will be a shortage of parking as more property is developed and occupied in both existing buildings and on vacant parcels.

The street parking should be available for short term customer parking. All day business owner and employee parking should be located at the rear of the buildings and on the public lot at Main Street and Railroad Avenue.

As the space in the upper floors of the unreinforced masonry buildings become occupied, particularly with offices uses, there will be the need for space specifically allocated to long term

parking. Without some form of a parking control program, there will be even a greater problems with the all day parking in the public spaces along Main Street and along Railroad Avenue.

8) Traffic

There does not appear to be traffic problems associated with the downtown area. There has been conservational planning regarding the future development of a new vehicular bridge at Elliot Street across Putah Creek with the existing Railroad Avenue Bridge and the existing railroad bridge being used by pedestrians and cyclists. The effect of this change in the vehicular traffic pattern and its effect on the use of commercial land should be studied at the appropriate time.

9) Financing/Implementation

The Winters Downtown financial outlook can be characterized as fragile but one of expectation both from the private sector side as well as from the public sector-local government side.

It is fragile not only because of the level of sales, but because of the lack of a critical mass of commercial retailing outlets. It is fragile also because property and business owners are betting on the "come" on any decisions that are made prior to the lifting of the moratorium on residential that the task is to achieve the redistribution of the current level of spendable income. In Section 3, The Marketplace, we have indicated that this can be done to a certain level of retail sales and in certain retail categories.

It can be characterized as one of expectation because if there can be subsidy funds generated for the retro-fitting of the two story buildings in the downtown area and if this construction work can take place in a timely manner, there will be the inventory of non-retail space to market and the expansion of Winters Downtown will commence.

There are a variety of financing needs in the fulfillment of the economic development of Winters Downtown. There are needs by both the public and private members of the partnership. These are summarized here and more completely enumerated in Section 7, Implementation.

- * The economic development/revitalization of Winters Downtown should be programmed to be accomplished over a five year period. This provides a realistic project period of time to schedule, finance and implement the various project elements.
- * The highest priority projects are:
 - Public: Provide access to incentive/subsidy funding for the retro-fitting of the unreinforced masonry structures.
 - Private: Provide technical assistance to the Chamber of Commerce so that they can market and establish with the City's assistance, a business improvement district as a base funding source for both the citywide and downtown business assistance and support program.

* **Downtown projects needing funding:**

*Management/Organization	
-Business Improvement District Technical Assistance	\$ 16,000
-Business Enhancement Program	35,000
*Market Analysis	
-Printing/Distribution of the CMR	1,200
*Infrastructure Upgrading	<u>?</u>
*Public Urban Design	
-Downtown Physical Improvement Plan	30,000
-Putah Creek Plan	30,000
*Private Building Development/Design	
-Seismic Structural Retro-fitting (loans)	950,000
-Commercial Building Facade Upgrading (loans)	200,000
-Design Standards/Guidelines Handbook	40,000
*Parking	
-Parking: 100 space lot(s)	400,000
*Contingency	\$250,000
TOTAL (plus infrastructure upgrading)	\$1,952,200

If this program is implemented under the leadership and management of the City of Winters with the private sector under the leadership and management of the Winters Chamber of Commerce, there will be an economical return to the City from a variety of revenue sources.

There will be an increase in public revenues from:

- *development fees;
- *Other municipal fees/taxes
- *property taxes
- *increased retail sales
- *other sources

Public funds expended in a growth community on downtown revitalization can be expected to have a leverage of 1:4 to 8. For every public dollar expended on this program, the private sector can be expected to expend project costs plus the City of Winters should expect to receive revenues of between four to eight dollars.

SECTION 1. INTRODUCTION

Nestled in the foothills of the Vaca Mountain Range, the geographic location of Winters renders itself accessible via I-505 which connects with I-80, ten miles to the south and with I-5, twenty-five miles to the north.

The town has grown from a 1950 population of 1265 (3.1% of Yolo County population), to an estimated 1990 population of 4545 (2.9% of Yolo County population).

The City has been experiencing significant development pressures which prompted the City Council to adopt a building moratorium until such time as the general plan update was completed. This is now scheduled for February, 1991.

There are approximately 3,400 new dwelling units in the planning development process awaiting the end of the building moratorium. If all of these units are built and occupied there would be an increase of 9,500 residents.

The City applied for and received a planning grant from the California Community Development Department, Block Grant Program to study the constraints and opportunities associated with the economic development of Winters' downtown area.

The Consultant Team for the Winters' Downtown Economic Development Study was comprised of experienced consultants who have specialized in commercial or downtown revitalization/redevelopment planning and implementation.

Team members were as follows:

Ed Astone.....Project Manager
Zephyr Associates, Sacramento

Wayne Schell/Jim King.....Associate Consultants
Economic Development Services

Ken Marr.....Structural Engineer

The City of Winters asked for specific information and specific questions in the RFP.

How will the Central Business Area be studied incorporating specific elements setting the stage for additional revenue and redevelopment and recommendations regarding the expansion of employment opportunities for low and very low income Winters residents.

In order to properly address the City's needs, Zephyr divided the project elements as indicated by the City into the following specific but related planning elements:

- A. Land Use Analysis
- B. Market Analysis
- C. Seismic Structure
- D. Economic Analysis
- E. Economic Revitalization Goals
- F. Implementation

Project Methodology:

The project methodology employed in Winters was similar to that used in the economic development and revitalization planning of similar communities, adapted to suit the Winters planning aspirations.

There were numerous meetings with City Staff and with members of the Chamber of Commerce, along with an extensive interview process which included approximately 40 members of the Winters business and governmental community.

FINAL REPORT

The final report is presented in three volumes:

- | | |
|----------|--|
| Volume 1 | Economic Development Program for Winters' Downtown Area |
| Volume 2 | Economic Development Program Technical Supplement for Winter's Downtown Area |
| Volume 3 | Winters Commercial Market Report |

Volume 1 is the program with Volume 2 being the Appendix (technical supplement) for the first volume. There will be the need to use the commercial market report separately and it has been presented in its entirety as Volume 3.

SECTION 2. LAND USE

ZONING

The existing zoning for the downtown area is C-2, General Commercial and the limits are as depicted in MAP 2.1. There is an Historic Preservation Overlay Zone which is also depicted on this map.

This C-2 zoning classification is intended to serve as the zoning regulations for the old traditional downtown area as well as the commercial area along Railroad Avenue and generally around the corner of Railroad and Grant Avenue.



MAP 2.1
DOWNTOWN WINTERS COMMERCIAL ZONING

LAND USE ANALYSIS

The inventory from the CMR is the basis for the locational analysis of business types and in the analysis of opportunity sites. Included in this section as MAP 2.2 is the commercial downtown area and an indication as to the primary use of each parcel. The map legend indicates that the following is depicted: retail; office (non-retail); residential; parking; public/institutional; and other uses.

The commercial zoning (MAP 2.1) encompasses a significant amount of property which is adjacent to the commercial frontage property which is now and has been occupied by residential (R-1) types of uses. The existence of residential in a C-2 zone is a non-conforming use. It would seem unlikely that in the buildout of the City to the 14,000 population limit, that there would ever be a need for the majority of the property occupied by residential which is situated along the east side of First Street between Abbey and Grant Avenue. Consideration should be given to rezoning this property to be consistent with the adjacent residential property across First Street, R-1, Single Family Residential.

The property situated between Wolfskill and Putah Creek, west of Railroad Avenue and extending to Second Street would be more appropriately zoned and used as general commercial (C-2) property. There are economic opportunities that would be available with any level of park or public lands development along Putah Creek in this area. It would also be consistent with the zoning east of Railroad Avenue on the banks of Putah Creek.

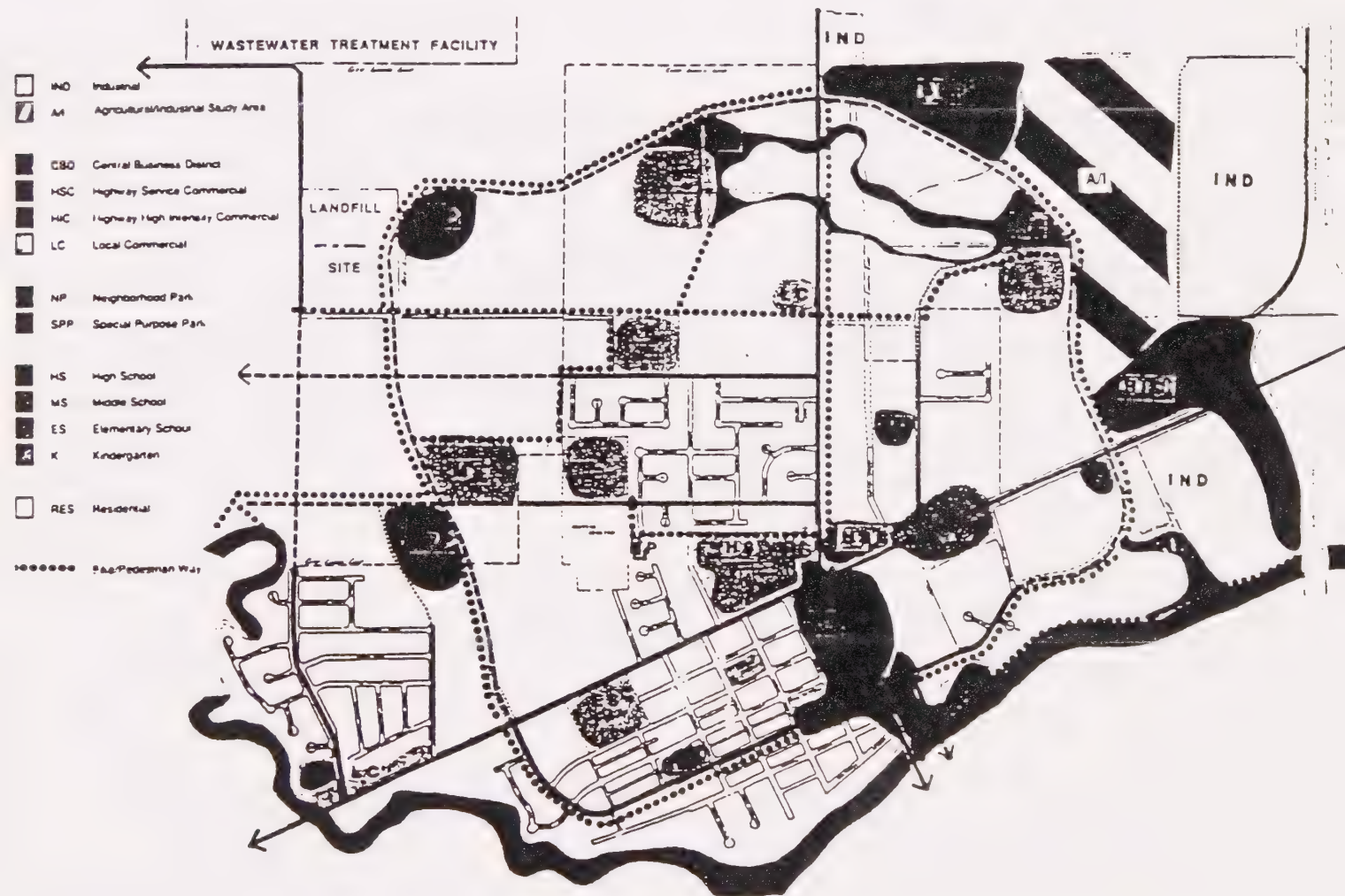


MAP 2.2
DOWNTOWN WINTERS INVENTORY

GENERAL PLAN UPDATE

During the course of this study on the commercial potential, existing and that which will be expressed during the expansion of the community to 14,000, the City of Winters has been undergoing an update of the general plan. Included as MAP 2.3 is the draft General Plan Map, December 1989, indicating the proposed updating of the general plan.

The only commercial zoning included in this general plan update at locations other than: highway commercial; the central business district and local commercial along Grant Avenue is one location for "local commercial" on the west side of Railroad Avenue which is approximately three-fourths of a mile north of the intersection of Railroad and Grant Avenue.



MAP 2.3
(DRAFT) PLAN ADVISORY COMMITTEE GENERAL PLAN MAP
December, 1989

SECTION 3. THE MARKETPLACE

A. Market Analysis

Introduction

The market analysis of Winters is comprised of several component parts. Included is an inventory of existing facilities and businesses which has been accomplished in an effort to determine and identify any gaps in goods and services. In addition, an analysis of demographic data and information has been done to determine consumer needs and preferences. This then leads to an appropriate targeted marketing strategy to attract both consumers and desired businesses, as well as a program to address infrastructure needs, the physical environment, organizational issues, etc.

The Commercial Market Report (CMR) included in its entirety as Volume 3, provides an analysis of existing and expected conditions and the commercial opportunities that are or will be available. Some of the salient points of the CMR are included in this section.

The CMR supplies the precise and detailed information necessary to define current and potential market areas, including demographic characteristics, consumer needs, and product-services preferences of current and potential trade area consumers. It further allows the identification of appropriate establishment types to be expanded and attracted in order to fill vacancies and complement existing establishments, and to implement a successful marketing strategy for attracting and expanding profitable new businesses.

The approach to conducting a CMR for Winters combined on-site field observations and analyses with a sophisticated proprietary technical resource, including a consumer lifestyle based computer analysis and other resources used extensively by the private sector for market research, targeted marketing, and site selection.

With data and information provided by the prospective residential developers on the makeup of the new proposed 3,400 dwelling units as to their size, number of bedrooms, price, etc., this information has been included in the CMR and addresses the impact on the demand for retail goods and services upon the development of these units. These projections have been based on the PAC PLAN.

COMPARATIVE ASSESSMENT OF THE MARKET PLACE POTENTIAL OF WINTERS DOWNTOWN. With input from the City Staff, the Consultants selected comparison communities from the prospective list included in TABLE 3.1 Communities (*) were selected and a composite community model was established to serve as the base index against which the Winters business community was evaluated.

TABLE 3.1	
COMPARABLE COMMUNITIES	
COMMUNITIES	POPULATION: 1/1/90
A. * Oroville (Butte County)	10,100
B. Wasco (Kern County)	11,150
C. Atwater (Merced County)	21,300
D. * Los Banos (Merced County)	12,800
E. Tracy (San Joaquin County)	27,300
F. Paso Robles (San Luis Obispo County)	14,700
G. * Dixon (Solano County)	10,400
H. Suisun City (Solano County)	16,450
I. Red Bluff (Tehama County)	11,550
J. * Carpinteria (Santa Barbara County)	11,700
SOURCE: CAL DEPARTMENT OF FINANCE	

This model calculates the amount of oversupply, undersupply and equilibrium which exists for each of the 100+ different commercial (i.e., office, retail and services) business types to be analyzed. Each of the 100+ types are scored with an index number. An index of .95 to 1.05 indicates that the types is in equilibrium. And index greater than 1.05 indicates potential for development and an index below .95 indicates oversupply.

RETAIL SALES EXPERIENCE

The City of Winters has been experiencing generally slow growth in the total amount of retail sales. A five year history (1984 through 1988, last year totals are available) are portrayed in TABLE 3.2.

In 1984, each of the retail sales outlets was averaging in gross sales, approximately \$160,250/annually whereas the average in 1988 \$210,100/annually, an increase of 31% over the five year period. These figures indicate very little real growth in the gross retail sales performance of the retail outlets.

TABLE 3.2 is a breakdown of the each of the last five years retail sales experience for the major retail categories.

TABLE 3.2

YEAR	RETAIL SALES (000)		TOTAL OUTLETS (000)	
	PERMITS	TAXABLE (\$)	PERMITS	TAXABLE (\$)
1984	39	6,250	90	7,525
1985	35	6,518	92	8,001
1986	37	6,618	99	8,006
1987	40	7,631	94	9,021
1988	41	8,614	95	9,734

SOURCE: CAL STATE BOARD OF EQUALIZATION

TABLE 3.2

WINTERS TAXABLE SALES: FIVE YEAR SUMMARY (000\$)

TYPE OF BUSINESS	1984		1985		1986		1987		1988	
	P	\$	P	\$	P	\$	P	\$	P	\$
APPAREL	-	-	-	-	-	-	1	#	1	#
GEN'L MERCHANDISE	2	#	2	#	1	#	1	#	1	#
DRUG STORES	2	#	2	#	1	#	1	#	1	#
FOOD STORES	7	1934	5	1983	6	2013	6	2031	6	2028
PACKAGE LIQUOR	3	#	3	#	3	#	3	#	3	#
EAT/DRINK PLACES	9	1246	7	1482	8	1808	8	2115	7	2393
HOME FURNISHING/APPLS	2	#	2	#	3	#	5	629	6	872
BLDG MATLS/FARM IMPL	1	#	1	#	1	#	1	#	2	#
AUTO DEALER/SUPPLIES	2	#	2	#	2	#	2	#	3	#
SERVICE STATION	4	1003	5	1146	5	946	5	1050	4	1434
OTHER RETAIL (#)	7	2067	6	1938	7	1851	7	1806	7	1887
RETAIL STORE TOTALS	39	6250	35	6549	37	6618	40	7631	41	8614
ALL OTHER OUTLETS	51	1275	57	1639	62	1388	54	1390	54	1120
TOTAL ALL OUTLETS	90	7525	92	8178	99	8006	94	9021	95	9734

NOTES:

Sales totals for some classes of retail business are not shown in this table because their publications would result in the disclosure of confidential information. Their totals are included with "Other Retail" unless otherwise indicated.

P: Permits \$: Sales

SOURCE: CALIFORNIA STATE BOARD OF EQUALIZATION/ZEPHYR ASSOCIATES

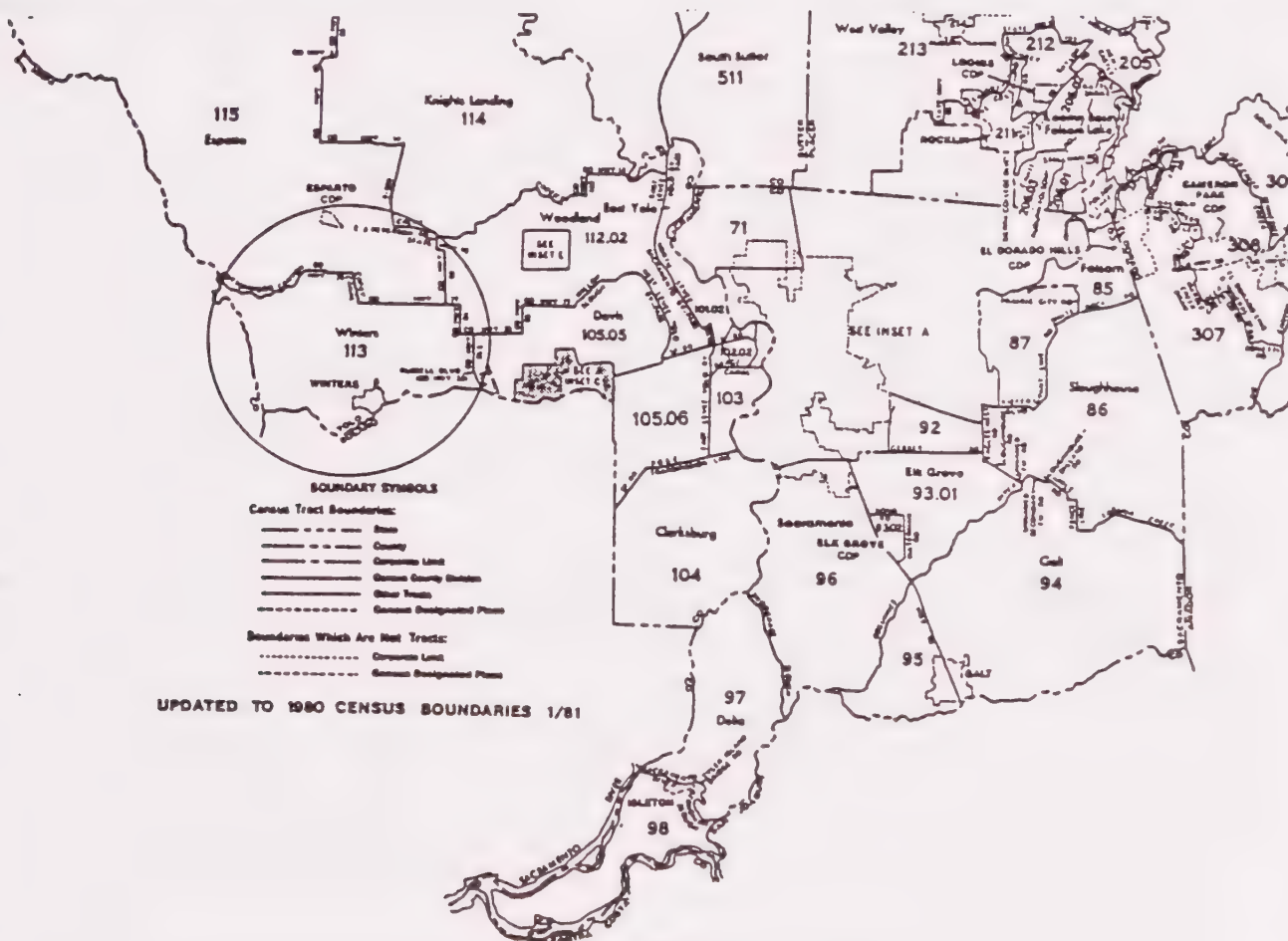
MARKET AREA FOR THE WINTERS DOWNTOWN.

Defining the geographic boundary of the trade (market) area is the first element in market analysis. The value of the analysis is dependent on the accuracy of the trade definition. The trade area is the designated geographic boundary from which most consumers come to a business district. The downtown's trade area for various retail, financial, and professional and other services has been defined.

The Winters Market Trade area is contained in YOLO COUNTY: CT #113 which includes all of the City of Winters and its growth area to the north. (Map 3.1)

A complete inventory of all business locations in the City has been identified including existing businesses by size (square footage) and type, and vacancies by size and other important characteristics such as condition and status of improvements. The Consultants worked closely with City planning staff and members of the Chamber of Commerce to complete this task.

Included in VOLUME 2 as APPENDIX D is the complete listing of the business inventory by type, by business name and by address.



TYPES OF RETAILING

Any discussion of retailing is usually accompanied by a clarification as to the specific type of retailing being discussed. There are three primary retailing categories: convenience; shopping/comparison; specialty; along with eating/drinking as both a category and a retailing segment. It is important to be able to differentiate between the primary categories.

(Excerpt: Shopping Center Development and Investment, M.A. Hines)

Convenience Goods and Services

The consumer goods and services that are bought with little forethought in a handy and convenient location. They are usually relatively inexpensive and are bought frequently (e.g. cigarettes, milk, bread, dry cleaning). Winters example: Town and Country Market.

Shopping (Comparison) Goods and Services

The goods and services for which the consumer shops. Time is taken for comparison of price, quality, quantity, color, style, and manufacturer guarantees. The Consumer will travel some distance in order to do comparison shopping among alternative goods and services. Winters example: Maier T.V.

Specialty Goods and Services

The consumer seeks special qualities and manufacturer's labels in these goods and services which deserve perhaps extended search and considerable travel time. Very few substitutable goods and services are acceptable to the particular buyer. Camera equipment, antique furniture and expensive foreign car repair are examples of specialty goods and services. Winters example: Moon Shine Trading Company

Eating/Drinking

This type of retailing includes all types of eating and drinking establishments from the smallest and fastest of food take-out outlets to the most elegant and special dining establishment. Winters example: The Buckhorn

TYPES OF SHOPPING CENTERS

There are a variety of retailing settings in addition to a traditional downtown area as is portrayed by Downtown Winters. The majority of the retailing taking place outside of a downtown area is in one of four types of shopping centers: neighborhood shopping center; community shopping center; a regional shopping center; and a super regional shopping center.

(EXCERPT: Dollars and Cents of Shopping Centers, 1987, The Urban Land Institute)

*As the shopping center evolved, four types emerged, each distinctive in its own function: the **neighborhood**, the **community**, the **regional**, and the **super regional**. In all cases, a shopping center's type is determined by its major tenant or tenants; the type is based on neither site area nor square feet of the structure.*

Neighborhood Center

*A **neighborhood center** provides for the sale of convenience goods (foods, drugs, and sundries) and personal services (laundry and dry cleaning, barbering, shoe repairing, etc.) for the day-to-day living needs of the immediate neighborhood. It is built around a*

supermarket as the principal tenant. In theory, the neighborhood center has a typical gross leasable area of 50,000 square feet. In practice, it may range in size from 30,000 to 100,000 square feet. The neighborhood center is the smallest type of shopping center.

Community Center

In addition to the convenience goods and personal services of the neighborhood center, a **community center** provides a wider range of facilities for the sale of soft lines (wearing apparel for men, women, and children) and hard lines (hardware and appliances). The community center makes a greater variety of merchandise available in sizes, styles, colors, and prices. It is built around a junior department store, variety store, or discount department store as the major tenant, in addition to a supermarket. It does not have a full-line department store, though it may have a strong specialty store. In theory, the typical size is 150,000 square feet of gross leasable area, but in practice it may range in size from 100,000 to 300,000 square feet. The community center is the intermediate type of center, most difficult to estimate for size and pulling power.

Regional Center

The **regional center** provides for general merchandise apparel, furniture, and home furnishings in depth and variety, as well as a range of services and recreational facilities. It is built around one or two full-line department stores of generally not less than 100,000 square feet. In theory, a typical size for definitive purposes is 400,000 square feet of gross leasable area. The regional center is the second largest type of shopping center. As such, the regional center provides services typical of a business district yet not as extensive as those of the super regional center.

Super-Regional Center

A **super regional center** provides for extensive variety in general merchandise, apparel, furniture, and home furnishings, as well as a variety of services and recreational facilities. It is built around at least three major department stores of generally not less than 100,000 square feet each. In theory, the typical size of a super regional center is about 750,000 square feet of gross leasable area. In practice, the size ranges to more than 1,000,000 square feet.

All centers typically include as site area (the gross land area within the property lines) an area of sufficient size to provide for customer and employee parking (either by surface or special structure) in relation to the gross leasable area as determined by the accepted standard for the parking index.

From the general information and statistical data, certain business types are better suited for the downtown area and an extension area of Winters' Downtown which would take place along Railroad Avenue from Main to Grant.

In the planning of prospective retailing in Winters, it is necessary to identify several additional segmentation of the retailing component. One of the more obvious types of retailing growth and development expected over the next few years is that of "highway convenience retailing". The Winters freeway interchange will be the location of those retailing and non-retailing uses that cater to the freeway traveler (i.e. gas stations; convenience mini-market with gas; fast food; motel; etc.)

There is demand, as documented by the Commercial Market Report, for additional convenience retailing.

The most popular location for the development of the convenience outlets will be along Grant Avenue (Highway 128) with a possibility that there could also be a convenience outlets in the development of a shopping center on Railroad Avenue.

A proper clustering of retailing outlets would provide the majority of the shopping (comparison) goods demand and the specialty goods demand being satisfied in the downtown area and the extension of Downtown Winters along Railroad Avenue.

The retailing developments on Grant Avenue can impact the efforts of strengthening the downtown area and the downtown extension area along Railroad Avenue by including shopping and specialty goods outlets in the developments.

RETAILING TREND

Retailing is one of the more trendy industries not only in America but worldwide. There is a retailing development trend that warrants some attention. The following article appeared in the Sacramento Bee, Tuesday, June 12, 1990.

SHIFT IN RETAILING MAY SPELL THE END OF NUMEROUS MALLS

By the year 2000, parts of America may resemble a retail wasteland.

According to a study by the Dublin, Ohio, retail consulting firm Management Horizons, more than half of the nation's retailers will be out of business by the end of the decade. Marginal shopping malls will be closed and razed, while some others will survive only by becoming multi-use centers that contain offices, day care centers and possible even residences.

"Even as architectural blueprints are being drawn up and foundations are poured for newer, bigger and more sophisticated malls throughout the country, the great age of the retail-dominated mall in America faces a fitful demise by the end of the decade," predicted Retailing 2000, the study produced by the division of the accounting firm Price Waterhouse.

Obviously, consumers will keep spending money, but more purchases will take place through ventures such as home computers at the expense of malls and traditional shopping centers, according to the study.

Sweeping changes already are underway in response to an oversupply of retailers chasing too few consumers in a sluggish market.

"We are just at the early stages of this process," said Carl E. Steidtmann, Management Horizon's chief economist.

He noted that signs of a shakeout are widespread. Of the top 20 discount store chains a decade ago, fewer than 10 are in business today. And three of them - Wal-Mart Stores Inc., K Mart Corp. and Target Stores -account for two-thirds of discount retail sales.

Numerous companies are under severe financial pressure, with Federated Department Stores Inc. reorganizing in bankruptcy court. R. H. Macy and Company Inc., which also is heavily indebted, faces uncertainty.

The consolidation will continue until marginal players have been wiped out, leaving lean,

technologically advanced chains that are clearly focused on a niche of consumers.

"The nature of retailing will go from a mass-market appeal to a micro-market appeal," said Steidtmann.

He explained that many specialty retailers now in malls will move to smaller neighborhood centers, which will require mall operators to attract non-retail tenants to survive.

The forecast strikes some industry officials as overly pessimistic, however.

"I don't envision . . . a mass exodus from the shopping center as we know it today," said Chuck Dobbins, vice president of retail development for Atlanta developer Carter and Associates.

There is some degree of relevance of the trend discussed in this article and the planning for the commercial retailing component of Winters. If the residential growth is being focused on a community of 14,000 and if it will take, as many of those interviewed indicated, at least 10 years to achieve the community build-out at 14,000 population, and if the retailing trends included in this article not only seem to apply to Winters but are pointed at major changes by the year 2,000, then we can and should be guided by the knowledge of these expected changes in the retailing industry. It would seem appropriate for the Winters Planning Commission and City Council to plan and implement "shopping centers" with great care and foresight.

The prospective shift in retailing as included in this article would seem to favor the commercial appeal of Winters' Downtown and the development of the smaller neighborhood "shopping centers". There is not today in Winters, "an oversupply of retailers chasing too few consumers in a sluggish market". The case is quite the opposite, an oversupply of consumers, chasing too few retailers and those consumers, not liking the level of goods and services offered locally.

Winters' Demographic Observations

Certain key demographic and economic characteristics of the trade area are summarized and presented in Table 1. Observations on the data follow.

- 1. The Winters trade area experienced growth in four important characteristics between 1980 and 1990: population, number of households, household income, and per capita income.**

In the case of the population, household and household income indicators, the trade area's growth rates exceeded the growth rates experienced by Yolo County. It is projected that the trade area's growth in all four indicators will outpace the county through 1995.

- 2. The Winters trade area has grown in both population and number of households between 1980 and 1990 at more than two times the rate of Yolo County.**

According to the 1980 U.S. Census the trade area population was 3,949. The 1990 estimates indicate an increase in the population count to 5,827. The 1990 population, therefore, shows an increase of 47.6 percent from 1980. During this same period, the County grew at a rate of 20.9 percent.

Households in the trade area increased from 1,341 to 1,974 between 1980 and 1990, an increase of 47.2 percent. Households increased at a rate of 24.0 percent in the County

during the same period.

3. **Average household size decreased in the trade area from 2.93 to 2.93 (a 0.2 percent decrease).**

This trend is in contrast to the County's average household size which dropped 2.2 percent.

4. **Household incomes in the Winters trade area are very close to the overall County incomes.**

The Winters trade area contains a smaller concentration of households earning less than \$15,000 per year than the County (27.7 percent compared to 28.7 percent respectively).

The trade area also contains a smaller concentration of households earning more than \$50,000 per year as the County (16.8 percent compared to 21.2, respectively.)

5. **Average household income and per capita income for the Winters trade area are lower than for the County.**

The estimated 1990 average household income for the trade area is \$31,073 as compared to the County's which is estimated at \$33,339. Average household income grew between 1980 and 1990 by 70.7 percent in the trade area, compared to 70.6 percent in County.

The estimated 1990 per capita income for the trade area is \$10,777 as compared to the County's which is estimated at \$12,682. Per capita income grew between 1980 and 1990 by 70.8 percent in the trade area as compared to 74.3 percent in the County.

6. **The 1990 estimated aggregate income for the trade area is \$62,800,000. However, the 1990 estimated buying power income for the trade area is \$40,820,000.**

The aggregate income figure includes all income—not merely income that might be spent on retail and service purchases. Estimated expenses for taxes (federal, state, and local) and for housing are subtracted from the total aggregate income to yield an estimate of the buying power that is available for all other uses, including retail and service purchases.

7. **In relation to commercial development, the most important observations are:**

- a. The consumer base of households in the trade area has grown at an annual rate of about 4.7 percent over the last ten years;
- b. It is projected that trade area consumer households will continue to grow at an annual rate of at least 3.7 percent through 1995;
- c. Moderate household incomes are prevalent in the area and are projected to grow at an annual rate of at least 5.8 percent through 1995; and
- d. There is a significant base of disposal income available in the trade area and it is projected to grow at an annual rate of at least 9.92 percent through 1995.

Consumer Cluster Composition Observations

Two principle observations can be drawn about the Cluster composition of the trade area:

1. **The Winters trade area is homogeneous in terms of its lifestyle composition.**

The presence of two out of 40 possible Clusters in the trade area indicates a great deal of homogeneity in the trade area.

2. **The Winters trade area has 42.9 percent of the County's Agri-Business households and lacks a significant representation of any of the town or suburban Clusters.**

Compared to the County, the trade area proportions for Cluster Groups portrayed in TABLE 3.4.

TABLE 3.4		
CLUSTER GROUP	WINTERS TRADE AREA	YOLO COUNTY
R1: RURAL-UPSCALE	85.36%	7.67%
T1: TOWN-UPSCALE	14.64%	5.97%
ALL OTHER CLUSTERS	0.00%	86.38%
SOURCE: Zephyr Associates/Economic Development Services		

Consumer Preferences Observations

Examination of the Winters consumer profile and target Product-Service Preference Index reveals that the incomes and lifestyles of the target trade area shoppers suggest an approximate price line distribution as follows:

Better-priced Goods	15%
Moderate-priced Goods	50%
Budget-priced Goods	35%

These moderate price line orientations and preference/inclination rankings are strong indicators in the overall assessment of retail potential.

The Winters' consumer has been profiled as a "rugged conservative" that is interested in the highest quality goods for an inexpensive or moderate price. The majority are price oriented rather than quality oriented. Their shopping preferences are influenced by their agricultural, agri-business, or their commuter employment and the related life style.

More specific observations regarding the 290+ products, services, and activities follow.

1. Trade area consumers show an **above average** preference for compact trucks (152), standard pick-up trucks (194), and sport utility vehicles (154).

Below average preference is shown for Mercury (79), and sub-compact size cars (64). An **above average** preference is shown for ownership of both motorcycles (142) and campers (181).

2. Several items relating to consumer durables were **above average**. Automatic dish washers (108), ceiling fans (109) and clothes dryers (114) are examples.
3. Male clothing preferences were **above average** for moderate priced work clothing. Jeans <25+ (135) and \$25+ (110), and work boots (133) are some examples.
4. Female clothing preferences were also **below average** for higher end merchandise. Suits - \$100+ (47), \$50+ dress shoes (69), and designer jeans (76) are some illustrations.
5. **Below average** ratings are recorded for shopping at Montgomery Ward (75), and for Sears (86). K-Mart (108) and J.C. Penny (126) scored **above average**.
6. Fast food restaurants in general were **below average**, specifically Fish (75), and Chicken (63). Steak houses (88) and Fast Food Burger Restaurants (92) also show a **below average** preference.
7. **Below average** ratings were recorded for all travel-related items, except for Domestic Travel (101) which was **average**.

WINTER'S TRADE AREA SPENDABLE INCOME

The 1990 estimate for aggregate income for the Winters' trade area is \$62.8 million. However, the 1990 estimated buying power income for retail goods and services for the trade area is \$40.8 million after the expenses for housing and taxes are deducted.

With the annual retail sales totals for 1988 (latest data available) totaling \$8.6 million, there are retail sales of approximately \$32 million leaving the Winters community and being spent in Davis, Vacaville, Fairfield, Woodland, Sacramento, etc..

Just as other small communities have been the majority of the spendable income from the residents in the local trade area going to neighboring larger communities, the same is expected to continue for Winters.

The challenge is to provide, promote and to market local goods and services in such a way that the local residents will find it not only convenient but also economical to shop locally.

It is unrealistic to assume or to expect that all of the retail sales leakage will be able to be captured even at full buildout of the Winters community. There will always be those retail categories where a community of 5800 or even 14,000 will be of an insufficient size to be of an attraction to them. There is also the resident/consumers desire to make a recreational trip out of shopping and to go to the big city, the factory outlets or to a specialty theme shopping district or center.

It is realistic to project that at least one-half of this retail sales leakage can be captured by local retail goods and services outlets if they satisfy the needs, desires and the shopping aspirations of the Winters trade area residents.

COMMERCIAL MARKET POTENTIAL

Introduction

The commercial market potential of the Winters downtown was quantified by using a tool known as the Marketplace Potential Index (MPI). The MPI was generated by a proprietary model which has been designed to analyze the existing mix of businesses in the Winters trade area and estimate the potential for new establishments. This is accomplished by comparing the trade area mix of establishments to the mix of establishments identified in a retail-commercial base area. Using this comparison an MPI is created for each of the trade area's 101 retail, finance and service establishment types. Using the MPI for each of the 101 four digit SIC types, it is possible to quantify the potential for additional businesses and employees by specific four digit SIC's. A brief overview of this model follows.

Using the latest available county business patterns data, sorted by ZIP code, the model established a set of norms for the distribution of retail, finance and service establishment types per thousand population within the base area. The base area was identified as an area which has socio-economic similarity with the trade area. For the Winters trade area, a base area was identified which included the following areas: Cullman, Florence, and Gadsden, California.

Using the norms established by the distributions in the base area, the count of existing establishments and employees for each of the 101 establishment types in the trade area was compared against those norms and an estimate was produced indicating the potential for additional establishments of each type in the trade area. The count of existing establishments within the trade area was obtained by using the latest available county business patterns data for the trade area and field verifying and adjusting those counts to produce 1990 estimates of the existing business mix.

For the purposes of this analysis, two demand potentials were calculated for the Winters trade area. The first demand potential estimates the "Current Potential" which is an estimate of the additional retail-commercial activity that the trade area could absorb in 1990, given the current population and household mix.

The second demand potential estimates the "Build-Out Potential" which is an estimate of the additional retail-commercial activity that the trade area could absorb if the community reached its build-out potential of 14,000 people - approximately 5,200 households. The "Build-Out Potential" includes the "Current Potential" estimates."

A detailed presentation (TABLE 3.6) portrays the current establishment and employee counts; the MPI and the "Current Potential" estimates; and the MPI and the "Build-Out Potential" estimates for establishments and employees for each of the 101 establishment types.

MPI Findings

1. The analysis of existing businesses in the trade area identified an estimated **97 establishments** in the 101 retail, financial and service establishment types. These establishments employ approximately **362 full and part-time employees**, based upon businesses making deductions Federal withholding deductions for employees.
2. The trade area contains **47 different establishment types** out of the possible 101 types analyzed.
3. An examination of the detailed Commercial Marketplace Report in Appendix 2, indicates that only **8 establishment types** have a Current MPI greater than 1.05 while **24 establishment types** have

a Build-Out MPI greater than 1.05. This would indicate a modest level of potential for additional establishments of these types at the current time with room for more significant growth as the trade area grows in population.

4. The 8 establishments identified with additional Current Potential account for an estimated **8 new establishments, 8 potential expansions; and 37 new employees in those additions and expansions.**

RETAIL SALES LEAKAGE

With one-half of the retail sales leakage being projected as being achievable, the \$16 million of target retail leakage equates to approximately 128,000 square feet of additional goods and services outlets now in demand, assuming the goods and service outlets in the demand retail categories are established.

With the projected build-out to 14,000 population in the Winters' trade area, the level of spendable income available will increase to a total of \$98 million if spendable income stayed at the same per capita income. With one-half of that income spending being captured by retail goods and services outlets in the Winters' community, there will be the need for approximately 392,000 s.f. of commercial space.

INVENTORY OF COMMERCIAL SPACE

Presently, there is a total of 63 retail goods and services outlets throughout the City of Winters along with 23 non-retail office businesses. These totals do not include businesses in the heavy commercial, light industrial and food processing businesses.

There is presently a demand for approximately 8 new establishments and 8 potential expansions (37 new employees) of retail goods and services outlets as included in the CMR. At full community build-out (14,000 population), there is estimated that there will be a demand for a total of 53 new establishments and 4 potential expansions (184 new employees) of retail goods and services outlets.

TABLE 3.5 is a summary of the existing supply, the existing demand and the projected demand at full community build-out.

The opportunity of satisfying the existing and the projected future demand in the downtown area is limited by the availability of building space both existing and new. The existing building space, with one exception (Greenwood's former store space), is all in the upper floors of unreinforced masonry buildings and this is more thoroughly discussed in Section 4, Seismic Structures.

There is a vacant and/or underutilized land in the downtown area including the Railroad Avenue commercial corridor as part of the downtown area.

It is estimated that in the downtown core area (Railroad/First; Russell/Abbey) there is approximately 48,000 square feet of land that is: vacant; occupied by non-conforming uses; and/or under-utilized as C-2 property.

Along Railroad Avenue between Putah Creek and Grant Avenue, there is approximately 320,000 of land area that is either vacant or is underutilized C-2 property.

This total of 368,000 square feet of land, if developed with 30% coverage represents 110,400 of added commercial building space along with parking and landscaping.

TABLE 3.5

COMMERCIAL MARKETPLACE REPORT: MARKETPLACE INDEX, WINTERS TRADE AREA

ESTABLISHMENT TYPE	CURRENT SUPPLY		CURRENT POTENTIAL			BUILD-OUT POTENTIAL		
	EST	EMP	MPI*	EST	EMP	MPI*	EST	EMP
HOME IMPROVEMENT RELATED	9	25	1.00	0	0	1.06	0	1
DEPARTMENT STORE RELATED	1	13	1.24	1	3	1.65	1	8
GROCERY RELATED	7	83	1.4	1	4	1.10	6	9
TRANSPORTATION: CAR DEALERS & MAINTENANCE	15	39	1.27	1	10	2.09	5	43
TRANSPORTATION: RENTALS AND RECREATION	1	2	1.65	0	1	3.46	1	5
CLOTHING RELATED	1	2	1.65	1	1	2.78	5	5
HOME FURNISHINGS RELATED	4	12	1.00	0	0	1.00	0	0
LEISURE & MISC. RELATED	8	19	1.19	1	4	1.71	4	15
BANKING & FINANCE	1	13	1.07	0	1	1.19	3	3
OFFICE: INS., REAL ESTATE, LEGAL	10	18	1.00	0	0	1.13	1	2
OFFICE: MEDICAL	6	10	1.57	2	6	2.58	6	16
MEDICAL FACILITIES	2	3	1.00	0	0	1.00	0	0
DRUG & PROPRIETARY STORES	1	7	1.00	0	0	2.07	2	7
PERSONAL SERVICES	17	37	1.00	0	0	1.08	0	3
REPAIR SERVICES	4	14	1.08	0	1	1.22	2	4
ENTERTAINMENT RELATED	9	65	1.02	0	2	1.74	13	50
TOURISM RELATED	9	65	1.08	1	5	1.91	13	59
TOTALS	105	427		8	38		62	230

NOTES:

EST: NUMBER OF ESTABLISHMENTS

EMP: NUMBER OF EMPLOYEES

*MPI: MARKETPLACE POTENTIAL INDEX MEASURES THE DEGREE OF DEVELOPMENT POTENTIAL IN THE ENTIRE MARKET AREA. AN INDEX OF 1.05+ INDICATES POTENTIAL, LESS THAN .95 INDICATES OVERSUPPLY

SOURCE: City of Winters, Zephyr Associates, Economic Development Services

TOURISM

Increased tourism is an often repeated aspiration of the business and governmental representatives. This is natural because of the close proximity to I-505 Freeway and with Grant Avenue serving as the primary route to Lake Berryessa from visitors from the East.

It was not the intent to measure the extent of tourism expenditures in Winters, nor was it the task to project specifically, the potential (current and future) level of expenditures. However, in TABLE 3.5, the most achievable retail establishment type with the greatest potential is Tourism Related with a build-out potential of 13 establishments employing 59 persons.

In a recent similar community where the tourism expenditure potential was projected based on vehicle counts, number of persons in the vehicles, and using visitor expenditure patterns, the potential was guestimated to be in the neighborhood of \$14.0 million. Currently this may high for Winters, but with the addition of a golf course, additional theme eating/drinking establishments, specialty retail outlets and the development of a motel and/or a bed/breakfast type of establishment, this potential can be achieved and probably surpassed.

The freeway interchange is conducive to a small/moderate size motel similar to those developed on I-80 in Vacaville.

The setting of the downtown area is highly conducive to a small downtown hotel operated with the personal service and the amenities of a bed and breakfast facility. The Union Hotel in Benicia is an example of a hotel operation in a similar setting. As more tourism related establishments become operational and as Winters commences its growth to 14,000 build-out, the overnite visitor demand will increase. As more recreational areas are developed, the visitors will come to enjoy the local and regional setting (i.e. bring their bikes and use Winters as a central point for bike touring).

There is a tourism slogan/theme: *"if a community is a nice place to live, then it is a nice place to visit"*. Many will attest to the fact that the first half of that saying is definitely true. The second half needs to be promoted.

The Winters' Chamber of Commerce should include a tourism component in their proposed expanded marketing and promotional program.

TABLE 3.8

COMMERCIAL MARKET REPORT: MARKET POTENTIAL INDEX, WINTERS TRADE AREA

ESTABLISHMENT TYPE	SIC	CURRENT SUPPLY		CURRENT POTENTIAL			BUILD OUT POTENTIAL		
		EST	EMP	MP1*	EST	EMP	MP1*	EST	EMP
TRAVEL AGENTS	4722	1	2	0.61	0	0	1.68	0	1
LUMBER/OTHER BLDG MATERIALS	5211	2	4	0.50	0	0	1.36	0	1
PAINT, GLASS, WALLPAPER STORES	5231	1	2	0.12	0	0	0.31	0	0
HARDWARE STORES	5251	2	7	0.10	0	0	0.27	0	0
RETAIL NURSERIES/GARDEN STORES	5261	4	12	0.12	0	0	0.31	0	0
MOBILE HOME DEALERS	5271	0	0	0.00	0	0	0.00	0	0
DEPARTMENT STORES	5311	0	0	3.07	1	3	8.40	1	8
VARIETY STORES	5331	0	0	0.00	0	0	0.00	0	0
MISC. GENERAL MERCHANDISE	5399	1	13	0.05	0	0	0.15	0	0
GROCERY STORES	5411	3	67	0.93	0	0	1.68	2	0
MEAT AND FISH (SEAFOOD) MKTS	5423	0	0	0.23	0	0	0.63	1	1
FRUIT STORES/VEGETABLES MKTS	5431	0	0	0.00	0	0	0.00	0	0
CANDY, NUT AND CONFECT. STORES	5441	0	0	0.69	0	1	1.89	1	2
DAIRY PRODUCTS STORES	5451	0	0	0.69	0	1	1.89	1	2
RETAIL BAKERIES	5460	0	0	1.53	1	2	4.20	1	4
MISC. FOOD STORES	5499	4	16	0.00	0	0	0.00	0	0
NEW/USED CAR DEALERS	5511	0	0	10.20	1	10	27.92	2	28
USED CAR DEALERS	5521	0	0	0.23	0	0	0.63	1	1
AUTO/HOME SUPPLY STORES	5531	5	19	0.11	0	0	0.31	0	0
GASOLINE SERVICE STATIONS	5541	4	9	0.93	0	0	2.54	3	14
BOAT DEALERS	5551	0	0	0.00	0	0	0.00	0	0
REC. AND UTILITY TRAILERS DLRS.	5561	0	0	1.30	0	1	3.57	1	4
MOTORCYCLE DEALERS	5571	0	0	0.00	0	0	0.00	0	0
MEN'S/BOY'S CLOTHING ETC.	5611	0	0	0.23	0	0	0.63	1	1
WOMEN'S READY TO WEAR STORES	5621	0	0	0.61	1	1	1.68	2	2
WOMEN'S ACCESSORY/SPECIALTY	5631	0	0	0.23	0	0	0.63	1	1
CHILDREN'S AND INFANTS' WEAR	5641	0	0	0.00	0	0	0.00	0	0
FAMILY CLOTHING STORES	5651	0	0	0.23	0	0	0.63	1	1
SHOE STORES	5661	0	0	0.00	0	0	0.00	0	0

TABLE 3.6

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ESTABLISHMENT TYPE	SIC	CURRENT SUPPLY		CURRENT POTENTIAL			BUILD-OUT POTENTIAL		
		EST	EMP	MP1*	EST	EMP	MP1*	EST	EMP
FURRIERS AND FUR SHOPS	5681	0	0	0.00	0	0	0.00	0	0
MISC. APPAREL & ACCESSORIES	5699	1	2	0.12	0	0	0.31	0	0
FURNITURE STORES	5712	1	2	0.31	0	0	0.84	0	0
FLOOR COVERING STORES	5713	1	2	0.00	0	0	0.00	0	0
DRAPERY AND UPHOLSTERY STORES	5714	0	0	0.00	0	0	0.00	0	0
MISC. HOME FURNISHINGS STORES	5719	0	0	0.00	0	0	0.00	0	0
HOUSEHOLD APPLIANCE STORES	5722	1	2	0.12	0	0	0.31	0	0
RADIO AND TELEVISION STORES	5732	1	6	0.04	0	0	0.10	0	0
MUSIC-RECORD STORES	5733	0	0	0.00	0	0	0.00	0	0
EATING PLACES	5812	8	58	0.65	0	0	1.78	9	45
DRINKING PLACES	5813	1	7	0.15	0	0	0.42	1	0
DRUG & PROPRIETARY STORES	5912	1	7	0.76	0	0	2.07	2	7
LIQUOR STORES	5921	2	6	0.29	0	0	0.80	0	0
USED MERCHANDISE STORES	5931	1	2	1.80	1	2	4.93	1	8
SPORTING GOODS/BICYCLE SHOPS	5941	1	2	0.00	0	0	0.00	0	0
BOOK STORES	5942	0	0	0.00	0	0	0.00	0	0
STATIONERY STORES	5943	0	0	0.00	0	0	0.00	0	0
JEWELRY STORES	5944	0	0	0.92	0	1	2.52	1	3
HOBBY, TOY & GAME SHOPS	5945	0	0	0.23	0	0	0.63	1	1
CAMERA & PHOTOGRAPHIC SUPPLY	5946	0	0	0.00	0	0	0.00	0	0
GIFT, NOVELTY/SOUVENIR SHOPS	5947	0	0	0.00	0	0	0.00	0	0
LUGGAGE/LEATHER GOODS STORES	5948	0	0	0.00	0	0	0.00	0	0
SEWING/NEEDLEWORK/PC. GOODS	5949	0	0	0.00	0	0	0.00	0	0
FLORISTS	5992	0	0	0.92	0	1	2.52	1	3
CIGAR STORES AND STANDS	5993	0	0	0.00	0	0	0.00	0	0
NEWS DEALERS AND NEWSSTANDS	5994	1	3	0.00	0	0	0.00	0	0
MISCELLANEOUS RETAIL	5999	3	6	0.26	0	0	0.70	0	0
COMMERCIAL AND SAVINGS BANKS	6020	1	13	0.89	0	0	1.68	1	0
SAVINGS AND LOAN ASSOCIATION	6120	0	0	0.69	0	1	1.89	1	2
CREDIT UNIONS	6142	0	0	0.00	0	0	0.00	0	0

TABLE 3.6

ESTABLISHMENT TYPE	SIC	CURRENT SUPPLY		CURRENT POTENTIAL			BUILD-OUT POTENTIAL		
		EST	EMP	MPI*	EST	EMP	MPI*	EST	EMP
MISC. PERSONAL CREDIT INST'S	6149	0	0	0.23	0	0	0.63	1	1
BUSINESS CREDIT INSTITUTIONS	6150	0	0	0.00	0	0	0.00	0	0
MORTGAGE BANKERS AND BROKERS	6160	0	0	0.00	0	0	0.00	0	0
INS. AGNT'S/BROKERS/SERVICE	6411	1	2	0.81	0	0	2.21	1	2
REAL ESTATE AGENTS/MANAGERS	6531	4	8	0.05	0	0	0.13	0	0
COMBINED REAL ESTATE, INS.	6611	1	2	0.00	0	0	0.00	0	0
HOTELS, MOTELS/TOURIST CTS.	7011	0	0	5.14	1	5	14.07	3	14
COIN-OP LAUNDRIES & CLEANING	7215	1	2	0.00	0	0	0.00	0	0
CARPET/UPHOLSTERY CLEANING	7217	1	2	0.00	0	0	0.00	0	0
PHOTO. STUDIOS, PORTRAITS	7221	0	0	0.00	0	0	0.00	0	0
BEAUTY SHOPS	7231	4	13	0.24	0	0	0.65	0	0
BARBERSHOPS	7241	1	1	0.00	0	0	0.00	0	0
SHOE REPAIR & HAT CLEANING	7251	1	1	0.00	0	0	0.00	0	0
FUNERAL SERVICE/CREMATORIES	7261	1	3	0.23	0	0	0.63	0	0
MISC. PERSONAL SERVICES	7299	4	6	0.04	0	0	0.10	0	0
EQUIP. RENTAL/LEASING/VIDEOS	7394	2	4	0.06	0	0	0.16	0	0
PASSENGER CAR RENTAL/LEASING	7512	0	0	0.00	0	0	0.00	0	0
TRUCK/TRAILER RENTAL/LEASING	7513	0	0	0.00	0	0	0.00	0	0
AUTOMOTIVE REPAIR SHOPS	7530	5	9	0.34	0	0	0.93	0	0
CAR WASHES	7542	1	2	0.35	0	0	0.94	0	0
OTHER AUTOMOTIVE SERVICES	7549	0	0	0.00	0	0	0.00	0	0
RADIO AND TELEVISION REPAIR	7622	2	4	0.06	0	0	0.16	0	0
REFRIGERATION SERVICE/REPAIR	7623	2	4	0.00	0	0	0.00	0	0
MISC. ELECTRICAL REPAIR SHOP	7629	0	6	0.00	0	0	0.00	0	0
WATCH, CLOCK/JEWELRY REPAIR	7631	0	0	0.00	0	0	0.00	0	0
REUPHOLSTERY/FURNITURE REPAIR	7641	0	0	0.23	0	0	0.63	1	1
MISCELLANEOUS REPAIR SERVICES	7690	0	0	0.92	0	1	2.52	1	3
INDOOR MOTION PIC. THEATERS	7832	0	0	0.00	0	0	0.00	0	0

TABLE 3.6

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ESTABLISHMENT TYPE	SIC	CURRENT SUPPLY		CURRENT POTENTIAL			BUILD OUT POTENTIAL		
		EST	EMP	MPI*	EST	EMP	MPI*	EST	EMP
BOWLING ALLEYS/BILLIARD	7930	0	0	0.69	0	1	1.89	1	2
COIN-OP ARCADES	7993	0	0	0.00	0	0	0.00	0	0
AMUSEMENT PARKS	7996	0	0	0.00	0	0	0.00	0	0
MEMBERSHIP SPORTS/REC. CLUBS	7997	0	0	0.23	0	0	0.63	1	1
OTHER RECREATION SERVICES	7999	0	0	0.23	0	0	0.63	1	1
OFFICES OF PHYSICIANS	8011	1	2	2.34	1	3	6.40	5	11
OFFICES OF DENTISTS	8021	2	2	1.53	1	3	4.20	1	3
OFFICES OF CHIROPRACTORS	8041	1	2	0.12	0	0	0.31	0	0
OFFICES OF OPTOMETRISTS	8042	1	2	0.73	0	0	1.99	0	2
OTHER HEALTH PRACTITIONERS	8049	1	2	0.00	0	0	0.00	0	0
NURSING/PERSONAL CARE FAC.'S	8050	0	0	0.98	0	0	0.98	0	0
OUTPATIENT CARE FACILITIES	8081	0	0	0.98	0	0	0.98	0	0
OTHER HEALTH/ALLIED SERVICES	8091	2	3	0.00	0	0	0.00	0	0
LEGAL SERVICES	8111	4	6	0.20	0	0	0.56	0	0
CHILD DAY CARE SERVICES	8351	2	5	0.58	0	0	1.60	0	3

*MPI (MARKETPLACE POTENTIAL INDEX) MEASURES THE DEGREE OF DEVELOPMENT POTENTIAL IN THE ENTIRE MARKET AREA. AN INDEX OF 1.05+ INDICATES POTENTIAL, LESS THAN 95 INDICATES OVERSUPPLY.

SOURCE: ZEPHYR ASSOCIATES/ECONOMIC DEVELOPMENT SERVICES

SECTION 4. SEISMIC STRUCTURES

The tasks in this section included providing a preliminary structural analysis of nine buildings identified by the City Staff using as the basis, the individual structural engineering reports provided by the owners of the selected commercial downtown buildings. In each case, the Consultant Team provided an on-site review of the properties and prepared preliminary information regarding the existing seismic condition.

In Volume 2 is included the building reports on each of the nine (9) unreinforced structures. Only four of the nine buildings were able to be reviewed from the interior with full access to all building areas. The remainder were surveyed from the exterior and the reports indicate the findings.

The building reports contain the following information:

TASK 1 REVIEW OF THE INDIVIDUAL STRUCTURAL ENGINEERING REPORTS PROVIDED BY THE OWNERS OF THE SELECTED COMMERCIAL DOWNTOWN BUILDINGS:

Included in each of the building summaries is a listing of each of the unreinforced masonry buildings in the downtown area by building name and address along with the listing of the property owner and the status of the structural engineering planning completed to date;

TASK 2 ON-SITE INVESTIGATION OF EACH OF THE BUILDINGS;

Those buildings where an on-site investigation was permitted by the property owner was accomplished by Ken Marr, Consulting Structural Engineer and the results of this on-site investigation is included in the building summary.

TASK 3 LISTING OF THE DEFICIENCIES;

As a result of the plan review in Task 1 and/or the on-site investigation in Task 2, a list of building deficiencies is included in each of the building summaries.

TASK 4 LIST OF TASKS NECESSARY TO CURE THE STRUCTURAL DEFICIENCIES;

Included in the building summaries is a list of the general tasks necessary to cure the structural deficiencies along with a range of costs.

Also included is the historical background of each of the buildings and a facade sketch excerpted from ARCHITECTURAL CHARACTER STUDY, MAIN STREET WINTERS, CALIFORNIA..June, 1989.

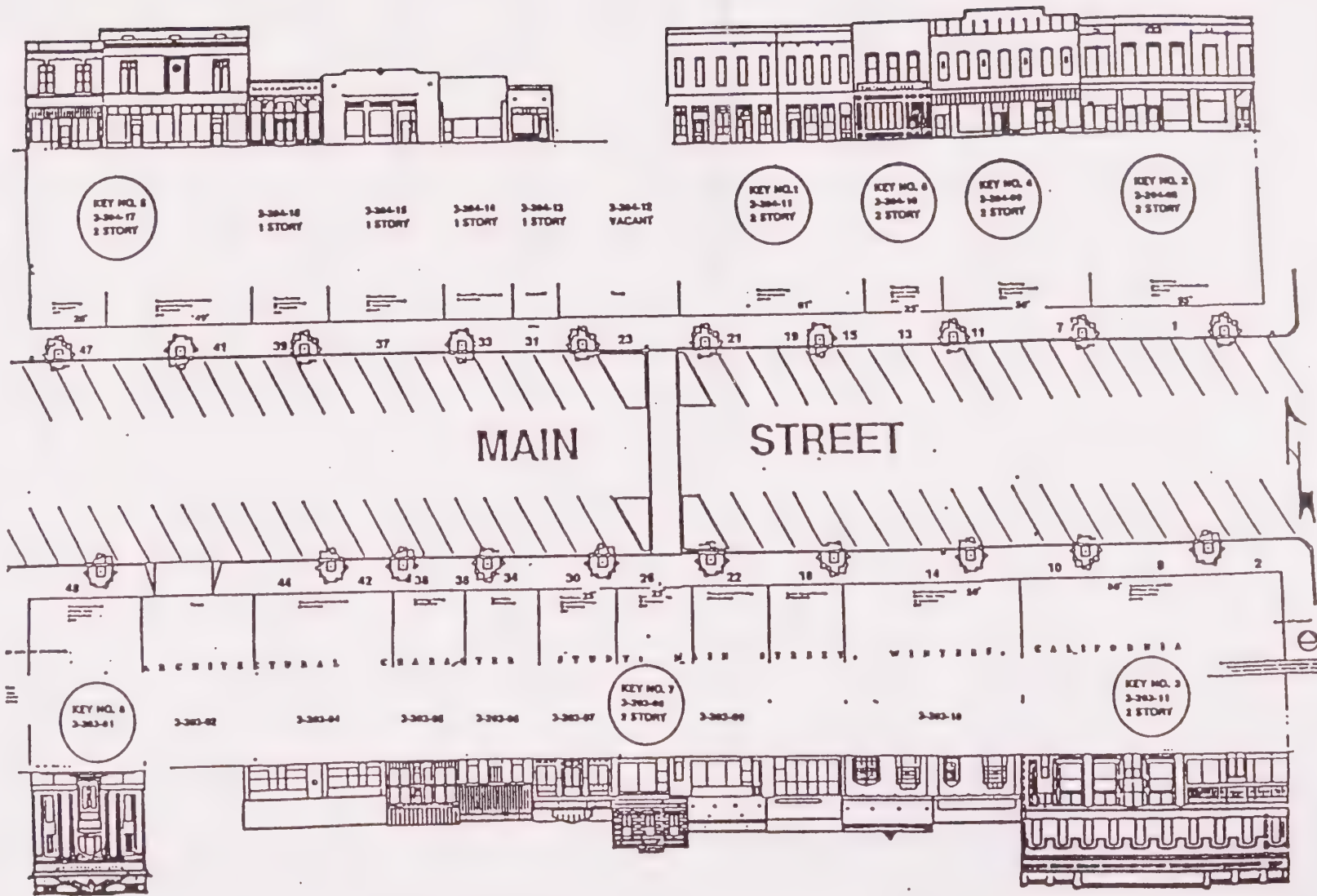
MAP 4.1 portrays the location of the nine unreinforced buildings included in this analysis.

SEISMIC OVERVIEW

The City of Winters is located in Uniform Building Code Seismic Zone 3, the second most severe of the seismic zones. The zones range from Zone 1 which is found in areas of no known earthquake faults and where the probability of an earthquake is nil. The great plains area of Iowa, Kansas, etc. are in Zone 1.

Zone 2 is for those areas where there is the slight possibility of an earthquake because of a known fault or the possibility of an earthquake fault in the general area that is yet uncharted. All of California is in Zone 3 and Zone 4. All of the major Cities are in Zone 4 because of their close proximity to the various faults

MAP 4.1
UNREINFORCED MASONRY BUILDINGS
WINTERS DOWNTOWN



(e.g. San Andreas, Hayward, etc.). The majority of the Sacramento Valley is in Zone 3.

There are several seismic codes that structural engineers can design to in bringing unreinforced masonry buildings up to a satisfactory seismic condition. There are the requirements contained in the Uniform Building Code in its unaltered form and there is the Los Angeles code (Division 88). In addition, there is the Uniform Code for Building Conservation with a newly (October-89) appendix which provides greater definition to the U.C.B.C. Also, there is the code entitled "Guidelines for the Evaluation of Historic Unreinforced Brick Masonry Buildings in Earthquake Hazard Zones".

The State Historic Building Code provides local building officials and engineers flexibility in the design of solutions to the existing unreinforced masonry buildings. The buildings must be identified either at the local city, county, state or national level as being an historic buildings. The building on-site reviews in Winters' Downtown were conducted using the flexibility provided for by the State Historic Building Code.

BUILDING REPORTS, SEISMIC STRUCTURAL

The tasks in identifying the problems associated the unreinforced masonry buildings in the downtown area included a review of any existing structural plans or accounts of engineering investigations along with on-site investigations of each of the buildings where access was able to be arranged by the City Staff and where there was property owner permission. In many cases, the on-site review was limited to those observations on the structural condition possible from an exterior review of the building.

In summary, the buildings are listed in Table 4.1 with the preliminary range of costs to retrofit the buildings so as to satisfy the seismic standards in the State Historic Building Code.

TABLE 4.1		
BUILDING KEY #	BUILDING NAME	PRELIMINARY ESTIMATED COST RANGE
# 1	Cradwick Building, 15-21 Main St.	\$144,000-\$202,000
# 2	Bank Building, 1 Main St.	\$126,500-\$180,000
# 3	DeVilbiss Hotel, 2-10 Main St.	\$173,000-\$230,000 (Exterior investigation only)
# 4	Vasey Building, 11 Main St.	\$48,000-\$72,500
# 5	Masonic Building, 47 Main St.	\$152,000-\$190,000 (Exterior investigation only)
# 6	Winters Winery, 15 Main St.	\$54,000-\$72,000 (Exterior investigation only)
# 7	Bertholet Building, 26 Main St.	\$48,000-\$60,000 (Exterior investigation only)
# 8	First Northern Bank, 48 Main St.	\$5,000-\$15,000
# 9	Pizza Factory, 108 Main St.	\$30,000-\$38,000
SOURCE: Ken Marr, Structural Engineer/Zephyr Associates, July/Aug. 1990		

SECTION 6. ECONOMIC REVITALIZATION

MISSION STATEMENT

There is the need for a policy statement regarding the operation and development of the downtown area.

This broad policy or "mission" statement is accompanied by the necessary goals and objectives to serve as the guide for the future.

Mission Statement

Winters' Downtown is to serve the residents of Winters and the surrounding areas and visitors to Winters as the commercial, governmental, cultural and entertainment center of the community in a physical setting that captures and portrays the early heritage of Winters along with the atmosphere of a successful small valley town.

GOALS

1. The retrofitting of the unreinforced masonry buildings in Winters' Downtown is the highest priority project.
2. The Winters' Chamber of Commerce and its Downtown Committee program must be increased along with its community wide program of promotion and business expansion and enhancement.
3. The full development of the Winters' Downtown Area is a priority for the development of retail and mixed use facilities that include the sale of shopping, specialty goods and theme eating/drinking establishments.
4. Winters' Downtown is the priority location for governmental, cultural and entertainment developments.
5. Attracting quality businesses in all available commercial space with particular emphasis on non-retailing uses in the existing second floor space and retailing of goods and services in the street level space.
6. Public projects that result in an increase in pedestrians in the downtown area should be encouraged and developed.
7. More "customers" attracted to Downtown Winters.

When faced with a downtown that does not fulfill expectations, the tendency of many is to treat downtown as a physical object that just needs painting, pruning and polishing. It is more difficult to understand and to work with downtown's more social aspects: downtown as a place for activity and people.

The public expects better management of its downtown and downtown businesses rather than radical design changes. It wants easy access to quality (value for price) goods, services and events.

The public wants downtown to be the traditional center of the community, a center not defined so much geographically or architecturally as it is socially. It should be a place where people doing a quick errand run into people they know and end up spending several hours.

The public wants a commercial center where most of the merchants know customers by face if not by name. It is a place for activities of all kinds for all kinds of people.

In order to fulfill the mission statement and to accomplish the goals, all facets of the downtown area must be in "sync" with what the public expects from the center of town. All facets of Winters Downtown must be developed and must perform at an acceptable level.

The economic/commercial revitalization plan is based on a thorough understanding of the characteristics of the downtown area, its weaknesses and its strengths. This plan grows out of the information accumulated, an understanding of that data and information and recommendations on strategy and implementation.

1) **Management/Organization and Promotions**

Presently, the Winters' Chamber of Commerce is the private business organization not only in Winters but also for the downtown area. Previously, there had been attempts at forming and operating a downtown merchants association but these proved to be short lived.

The Chamber of Commerce can serve in the role that is usually performed by a downtown association. In order for the Chamber to be effective, the entire program needs to be expanded both financially and operationally.

As the Winters commercial community grows, there will be greater pressure on the Chamber to provide services to all areas of the city. The downtown area will need to be represented by at least a "Downtown Committee".

The Chamber should "operate" downtown by providing/accomplishing those tasks that are necessary so as to enhance the level of private business in the downtown area, including representing the private business community in governmental affairs.

The Chamber should continue and expand its program of downtown promotions not all of which should be aimed at increasing directly, the level of retail sales by the downtown businesses. Some of the events should have as their goal, the use of the downtown venue because it is the focal point of the community.

It should communicate regularly with all members of the Winters business community, Chamber members and non-members alike.

The Chamber should expand its role of being the private economic development organization whose aim is to attract quality businesses to Winters.

In general, the Chamber should become the City's partner in the expansion of the commercial business community.

2) **Market Analysis**

The Commercial Revitalization Report includes a clear analysis of the existing retail market conditions and the opportunities that exist now and will exist in the future.

The CMR should be widely distributed, discussed and understood. It can serve as an important planning data and information during the Winters General Plan update and the implementation of the general plan.

3) **Business Mix/Land Use**

Winters' Downtown provides many development opportunities on both vacant land and vacant building space. The single highest priority is the structural stabilization of the unreinforced two story buildings along Main Street. This will provide space in the downtown area to satisfy some of the existing and projected demand for commercial space.

Those owners of these two story buildings should be interested in relocating the non-retail space in their buildings that now occupies store front locations to the upper floors. This would provide the availability of this non-retail space to now be occupied by retail outlets.

The one vacant parcel on Main Street should be developed by preferably a two story building so as to provide the maximum amount of building space in the downtown area.

Additional commercial space, in mixed use developments, should be developed on the vacant and generally underutilized property fronting on Railroad Avenue. between the Community Center and Highway 128.

The type of a mixed use development that would be compatible with the downtown setting and with the market analysis would be a "marketplace" concept, combining shopping and specialty retailing along with thematic eating/drinking and entertainment.

4) **Infrastructure**

Downtown Winters has the basic infrastructure in place to continue to service the existing businesses and to service additional businesses which would be developed on the vacant and underutilized property in 3) Business Mix/Land Use above.

There is the need however to address the upgrading of the downtown area's storm drainage system; water distribution system; curb-gutters-sidewalks repair/replacement along with the task of undergrounding the existing electrical and telephone system.

5) **Public Urban Design**

There are additional improvements that can be added to the downtown area that can enhance the physical appearance of the area. These should be consistent with and should portray the image and the theme of Winters' Downtown in both design and the materials.

The Central Business Area Plan, Winters, California, August, 1978 was heavily focused on a physical plan for the downtown area. The short term and the long term improvements plan are generally still

relevant and serve as a starting point for a more current public improvement program.

Physical changes to the public areas will only result in a token return if there is not an enhancement and expansion of the private improvements including the buildings and even more importantly, the businesses in the downtown area.

6) **Private Building Improvements and Design**

The City of Winters should cause the Downtown unreinforced masonry structures to be retrofitted by providing financial incentive/subsidy funding. This will provide for the availability of the upper floor space of the commercial buildings for non-retail uses. This retrofitting will also eliminate a questioning "cloud" as to the future of these buildings. It is unlikely that demolition of the buildings would ever be permitted without a certain level of public controversy.

In May, 1985, the Winters historic preservation ordinance was adopted establishing the Historic Preservation Commission and procedures for designating and protecting historical landmarks and historical districts. The ordinance also included a list of inventoried sites which included the majority of the property on Main Street.

In February, 1988, the duties of the Historic Preservation Commission were assumed by the Planning Commission.

The City's General Plan includes an Historic Preservation Element.

The ordinance established Historic District One and provided the Planning Commission with plan review responsibilities for any changes proposed for structures in the district. The district includes the area bordering Main Street between Railroad Avenue and First Street along with the south west corner of the intersection of Abbey Street and First Street.

The ordinance also provides the City with the opportunity to "establish various criteria, guidelines, and standards to carry out the intent of this ordinance" and to "adopt prescriptive standards to be used by the Commission in reviewing applications for permits to construct, change, alter, modify, remodel, remove, or significantly affect any cultural resource".

The City does not have a published set of design guidelines and standards for the historic district and there is the need for not only the guideline and standard verbiage, but there is the need for a design handbook which would include sketches of examples of acceptable design elements.

There is the need for specific design standards and guidelines for the balance of the downtown area and for the property fronting along Railroad Avenue between Main Street and Highway 128. These standards and guidelines are necessary so that the intent of the mission statement can be realized.

Development of the Railroad Avenue property should be guided by development policy standards such as those listed here as a sampling:

- 1). The buildings and the uses should be an extension of the Downtown Main Street area.
- 2). The buildings should be placed on the parcels close to the front (Railroad Avenue) property line, set back only minimally for landscaping.
- 3). The developments should be occupied predominately by retailing with a minimal of non-retailing and with the non-retailing located in mezzanines and upper floors and to locations in the development with limited pedestrian access.

- 4) The commercial development owners should join with the other owners on the block for a coordinated parking development. Parking should not be located along Railroad Avenue frontage.

7) **Parking**

There is not now a traditional parking problem in Winters' Downtown. There will be a shortage of parking as more property is developed and occupied in both existing buildings and on vacant parcels.

There are a few unique attitudes by some of the Main Street business owners. The dilemma is that they choose to park their vehicles, and in one case there is the thought that there is a proprietary right, in the space in front of their business. These vehicles are parked where they are for a variety of reasons, all of which are wrong and unrealistic. The street parking should be available for short term customer parking. All day business owner and employee parking should be located at the rear of the buildings and on the public lot at Main Street and Railroad Avenue.

As the space in the upper floors of the unreinforced masonry buildings become occupied, particularly with offices uses, there will be the need for space specifically allocated to long term parking. Without some form of a parking control program, there will be even a bigger problem with parkers in the public spaces along Main Street and along Railroad Avenue.

8) **Traffic**

There does appear to be any traffic problems associated with the downtown area with the exception of the plan to rebuild the Railroad Avenue bridge at some time in the future and the affect that the construction would have on vehicular accessibility to Winters Downtown.

9) **Financing**

The Winters Downtown financial outlook can be characterized as fragile but one of expectation both from the private sector side as well as from the public sector-local government side.

It is fragile not because of the level of sales, but because of the lack of a critical mass of commercial retailing outlets. It is fragile also because property business owners are betting on the "come" on any decisions that are made prior to the lifting of the moratorium on residential that the task is to achieve the redistribution of the current level of spendable income. In Section 3, The Marketplace, we have indicated that this can be done to a certain level of retail sales and in certain retail categories.

It can be characterized as one of expectation because if there can be subsidy funds generated for the retrofitting of the two story buildings in the downtown area and if this construction work can take place in a timely manner, there will be the inventory of non-retail space to market and the expansion of Winters Downtown will commence.

There are a variety of financing needs in the fulfillment of the economic development of Winters Downtown. There are needs by both the public and private members of the partnership. These are more completely enumerated in Section 7, Implementation.

SECTION 7. IMPLEMENTATION

A. GOALS

The economic development program recommended for Winters Downtown including the Winters private business community recognizes that a commitment to business enhancement will include four basic efforts:

- * DEVELOPMENT of an expanded program of an effective private business community organization
- * RETENTION of existing quality and economically strong retail goods and services outlets as well as a balance of office and institutional uses.
- * EXPANSION AND RELOCATION, if necessary, of desirable existing businesses including retail goods, retail services and offices.
- * RECRUITMENT of appropriate key retail and non-retail businesses.

All of these should be actively pursued if specific goals of the Winters Economic Development Program are to be achieved. More specifically, these can be interpreted as follows:

1. Improve the commercial development investment atmosphere.
2. Improve the image and the program of the Winters Chamber of Commerce, as the private economic development organization in the Community.
3. Decrease the amount of vacant, unused and under utilized commercial building space and property.
4. Provide a suitable business mix of retailing so that the majority of the shopping needs of those in the Winters market area can be accommodated within their own community.
5. Increase the profitability of commercial retailing as measured by sales per square foot by the retail goods and service outlets.
6. Provide as many new full, part-time and seasonal jobs as possible for existing and future Winters residents.

B. TIMING

It will take some time to secure the full advantages provided by the existing economic opportunities as identified in Section 3 MARKETPLACE along with implementing the other economic development program elements. If the solutions were easily implemented, they would have been implemented long ago.

The economic development of Winters' Downtown is best accomplished by the establishment of

the overall and comprehensive program including clear identification of program components. It is then that a schedule can be developed providing for some early progress that can establish project momentum. Complex or costly project components will then have a better chance of being accomplished later in the project time schedule because of this momentum.

Selecting a project schedule term must be done with some care so as to avoid the over-sell of the overall project that it can be accomplished in too short a period of time which at the out-set is seen as being unrealistic. The opposite is also true. By selecting a program period that is too lengthy you run the risk of losing the participant's and the public's interest.

A three year term for some economic development projects is sufficient, but a more realistic project implementation term is five years.

Because some of the project components will be slow in developing, due in some part to the need for additional funding (i.e. State, Federal grants; redevelopment tax increment; etc.), the project schedule recommended for the economic development of Winters' Downtown Area is five (5) years.

CHART 6.1 includes the various project components along with the key tasks and the proposed timing of the implementation.

ECONOMIC DEVELOPMENT: WINTERS' DOWNTOWN AREA					zephyr associates
PROJECT ELEMENTS	YEARS				
	#1	#2	#3	#4	#5
1. Management/Organization/Promotions					
Chamber of Commerce					
Revised Mission/Goals Program	////	XXXXXXXXXXXXXXXX	XXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXX		
Business Improvement District	////	XXXXXXXXXXXXXXXX	XXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXX		
Public Image Program	////	XXXXXXXXXXXXXXXX	XXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXX		
Business Enhancement Program	////	XXXXXXXXXXXXXXXX	XXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXX		
2. Market Analysis					
Commercial Market Report (Distribution)	XXXXXXXXXXXXXXXXXXXX	X			
3. Infrastructure	////	////	XXXXXXXXXXXXXXXX		
4. Public Urban Design					
Downtown Physical Improvement Plan	////	////	XXXXXXXXXXXX	XXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXX	
Putah Creek Plan			////	////	XXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXX
5. Private Building Development/Design					
Seismic Structural of URMs	////	XXXXXXXXXXXXXXXX			
Commercial Building Facades	////	////	XXXXXXXXXXXX	XXXXXXXXXXXX	
Design Standards/Guidelines and Handbook	////	////	XXXXXX		
6. Parking	////	////	////	XXXXXXXXXXXX	
7. Traffic	////	////	////	XXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXX	
8. Financing/Implementation	////	////	////	XXXXXXXXXXXX	XXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXX
NOTES:	////	////	Planning		
	XXXX	XXXX	Implementation		
SOURCE:	Zephyr Associates				

CHART 7.1
FIVE YEAR ECONOMIC DEVELOPMENT PROGRAM FOR WINTERS DOWNTOWN

C. PRIORITY PRIVATE STARTER PROJECTS

The following are a listing of "policy" type actions to be adopted by the Winters Chamber of Commerce, if they are to fulfill to role of the private economic development organization in Winters.

POLICY PROJECTS

1. Development of a three to five year work plan for Winters' Chamber of Commerce
2. Development of a pro-active Chamber image enhancement program.
3. Development of a close working relationship between the Winters' Chamber of Commerce and the public sector at all levels (i.e. City Council; Planning Commission; other Boards and Commissions; public staff; etc.).
4. Participation in the public process with Chamber representation on public boards, committees and commissions.
5. Establishment of a business improvement benefit assessment district as the source of base funding for the Chamber.
6. Establishment by the Chamber of a new business recruitment program in the pursuit of new commercial businesses. This should include a complete and coordinated work program including those items set out in Section 7.
7. The Chamber should develop a program of participation of technical assistance on business operation.

PRIVATE STARTER PROJECTS

Goal 1. Winters Chamber of Commerce Work Plan

Background/Analysis

In order for the Chamber to be a pro-active participant in this economic development effort, there is the need for the establishment of a long term program. This program should address: the Chambers funding and organizational needs; membership support programs; a facilities program; etc.

The term of this program should be of sufficient length so as to be able to plan for the future, but short enough so that the plan can be adapted to changing conditions.

The Chambers work plan should coincide with the economic development program term, five (5) years.

Goal 2. Image and Program of the Winters Chamber of Commerce

Background/Analysis

There is the need to enhance the business image of Winters and at the same time, enhance

the image and the business assistance program of the Winters Chamber of Commerce. The Chamber is the business organization in the City and there is a role for the Chamber to play that is far beyond the present capacity of the organization.

By strengthening the Chamber, some and many of the other projects included in this implementation program can be achieved. The Chamber needs to be strengthened financially which will then provide the opportunity to strengthen the Chamber's program.

Chamber Funding

There may be many different types of alternative approaches to increasing the funding base of the Chamber. There is one that would appear to be better suited at this time than others and that is the establishment of a business improvement district (B.I.D.) pursuant to THE PARKING AND BUSINESS IMPROVEMENT AREA LAW OF 1989.

This funding mechanism would provide the opportunity for all of the identified businesses in Winters to become part of the Chamber through a benefit assessment district.

The Chamber's role in the establishment of a business improvement district would include: making a request to the City Council to establish a benefit district; establishing with business community input, the benefit assessment formula; marketing of the benefit district concept with the business community; and implementing the business enhancement program funded by the benefit district.

The City's role would include: responding to the Chamber's request by adopting a resolution of intent (to form the benefit district); drafting the ordinance; scheduling and conducting the ordinance public hearing according to the State statute; billing, collecting and disbursing the funds according to an agreement with the Chamber.

If the rate of levy of the benefit charge of a B.I.D. averaged the same for each Winters business as the Chamber membership (\$85.00/year), the Chamber's base funding from memberships would increase from its present level of approximately \$6,000 to approximately \$21,100. This increase in base funding would provide many opportunities.

Chamber's Program

The two elements of the Chamber's program that should be addressed as soon as possible is that of providing the Chamber with a full time operation including paid staff and a new, high profile Chamber home office. There is a third program element for the Chamber and that is to take the lead in business retention and business recruitment.

Presently, the Staff is part-time while trying to address full-time business community needs. The office location is at 9 1/2 Main Street in the downtown area. There is a thought to relocate the caboose now located behind the Community Center to Rotary Park, to renovate and retrofit the railroad car so that it can serve as the Chamber's high profile and efficient office.

Given sufficient staff and technical assistance resources, and along with some additional funding, the Chamber should embark on a pro-active business enhancement effort which would include an effort at retaining existing quality businesses and recruiting other quality businesses which would provide for a wide range of retail goods and services consistent with the marketplace analysis included in Section 2.

Summary Recommendation

- 1) The Winters Chamber of Commerce should express its interest in having the Winters City Council establish a business improvement district.
- 2) The Chamber should seek outside funding that would provide technical assistance necessary to formulate, market and to establish a Winters Business Improvement area (district).
- 3) The Chamber should re-generate the "caboose plan" and should commence negotiations with the City of Winters for the longterm use of the caboose and placement of the Chamber's new (prospective) office on City property.
- 4) The Chamber should commence a high powered fund raising effort for the approximate \$30,000 needed to renovate and to retrofit the caboose as an office.
- 5) The Chamber should seek technical assistance participation in the establishment and the implementation of the business enhancement program

These items are all included in the application submitted by the Winters' Chamber of Commerce, June 1, 1990 for a Rural Economic Development Grant of \$48,150. (See Appendix F for the Grant Application)

D. PUBLIC STARTER PROJECTS

Generally, it is expected that the public sector, either through a specific City Department or through its Redevelopment Agency will be looked to as the implementing entity of an economic development effort particularly as it is focused on the existing downtown area.

With a small City Staff and with the redevelopment program being in its formative stages, the task of taking the lead in the implementation of the economic development of Winters' Downtown should be focused on the Community Development Department for both implementation and coordination.

E. PROJECT ELEMENT FUNDING

*Management/Organization

-Business Improvement District Technical Assistance	\$ 16,000
-Business Enhancement Program	35,000

These two project elements were the focus of the application for funding submitted June 1, 1990 which was not funded during this round. It is recommended that the City proceed to provide the funding for the technical assistance for the establishment of the business improvement benefit assessment district as discussed earlier in this report and in the grant application (Volume 2: Appendix E). This findings of this economic development study, particularly the current economic and the build-out potential as specified in the Commercial Market Report are encouraging to the local business community. This positive information should be followed by public and private action.

If by the expansion of the Chamber of Commerce's program of business promotion and business enhancement, there is an additional \$1.6 million of retail sales generated, the City will then have recouped its initial "seed" funding for this program.

It is recommended that the Chamber of Commerce submit a revised application for the next round of Rural Economic Development funding, (now scheduled with the application due date of October 1, 1990) for funding for their business enhancement program. Prior to the submission of the grant application, a meeting(s) should be held with representative of the State Department of Commerce regarding the acceptability of a revised application.

***Market Analysis**

-Printing/Distribution of the CMR (200 copies @ \$6.00)

1,200

The Commercial Market Report (Volume 3 of this study) is approximately 80 pages and provides a significant amount of Winters' Trade Area information. It is recommended that a copy of that report be provided to each retail goods and service businesses in Winters and each bank, real estate and insurance office, etc..

The Chamber of Commerce and the City's Community Development Office should also have a ready supply of printed and bound copies for distribution.

***Infrastructure Upgrading**

?

Currently, the City of Winters is studying the infrastructure needs of the commercial core area. When this information is available, it should be summarized and included as a handout along with copies of Volume 1 of this report.

Currently, funding can be generated by the City establishing an assessment district. It would be difficult to establish a benefit formula for the cost of these improvement items due in part to the varying degrees of density of commercial development and the presence of many residential uses. There would also be the public and institutional uses to be considered in the establishment of the benefit formula. That is seen as being generally unrealistic an alternative during the downtown revitalization project term.

The economic benefits will not directly accrue to the commercial operators of retail goods and service outlets until there is a strong coordinated marketing and promotional program and there is the growth the population in the Winters Trade Area. At that time, an assessment district would be feasible.

The cost of upgrading the infrastructure improvements in the downtown area is an eligible redevelopment tax increment expenditure and since this is one of the most basic benefits of a redevelopment project, it is recommended that these projects be considered a priority for tax increment funding.

***Public Urban Design**

-Downtown Physical Improvement Plan

30,000

-Putah Creek Plan

30,000

There is a need for a current physical improvement plan for the expanded "beautification" of the downtown area. The commercial property fronting on Railroad Avenue should also be included in this plan. Whether it is part of this plan or a separate planning study, the area along Putah Creek on both the east and west side of the Railroad Avenue bridge should be incorporated into the downtown area by common improvement elements.

There is considerable interest in maximizing the potential of the presence of the creek by those interviewed. The suggestions included a ponding of the creek for recreational boating (pedal) purposes; fishing pond; a major focal point of a regional bike trail network which would extend from Lake Berryessa to Davis along the creek, much like the Sacramento bike trail is integrated into the American River Parkway; a municipal swimming pool adjacent to the Community Center and others.

The planning of both the downtown area and the Putah Creek area should be funded by the City as part of its early planning of the redevelopment project.

*Private Building Development/Design

-Seismic Structural Retro-fitting (loans)	950,000
-Commercial Building Facade Upgrading (loans)	200,000
-Design Standards/Guidelines Handbook	40,000

Seismic Structural Retro-fitting

The cost of the structural work will generally range from \$8.00 to \$15.00/sf of total building area for these unreinforced buildings. In all but one case, the upper floors are unoccupied so the expenditure will provide the owners of the opportunity of an increase in the economic return from these commercial buildings.

With the level of commercial potential, both current and at build-out, the dilemma is one of bridging the economic gap from the limitations of the current economic conditions to the point in time when the measured potential is really able to be captured.

There have been a limited variety of State and Federal funding mechanisms for "troubled" projects similar to the unreinforced masonry structures in Winters' Downtown. These should be pursued on an active basis and the search should continue until such time as: the economic atmosphere has changed to provide for a suitable return on the structural retrofit expenditure; or redevelopment tax increment funding is available and loan funds can be made available.

A loan funded by redevelopment tax increment could be structured in a variety of ways. It would be beneficial for the City to provide loan funding that would return to them a direct financial return in exchange for the property owners having access to the seismic loan funding. This could be in the interest rate, loan fees, project equity, etc.

It would be expected that the most critical loan term would be the timing of the repayment of the loan principal balance and interest.

Periodically, the State Department of Housing and Community Development and the State Department of Commerce has made funding available for various types of problems involving commercial and residential property.

With Winters being a non-entitlement City for Community Development Block Grant funds,

federal funding is available on a project basis rather than on an annual basis. The availability of funding then is on a case by case basis within the parameters of the State operated funding programs.

Any CDBG funding for the seismic retrofit of the buildings would involve, as a requirement, compliance with the Davis-Bacon Act (prevailing wages) and it has been estimated by the State and a Redevelopment Agency Staff that the affect is an added cost of 15% to 30%.

The Federal (DHUD) Section 312 Rehabilitation Loan Program has been widely used in the rehabilitation of non-residential and residential buildings. There is a loan limit of \$100,000 per building. These loan funds are available generally on a first come first serve basis and must be packaged by someone experienced in the Section 312 program. There is the availability of a loan packager in Sacramento.

If the City were to become involved in a major rehabilitation effort and if there was the expectation that there would be a significant amount of Section 312 funding continuing to be available, the City could establish its own loan packaging staff.

The loan program which would provide the funding prior to a change in the economic vitality of the downtown area should be structured as to recognize the difference between the actual economic conditions and the downtown potential. A market rate loan with most of the principal and interest deferred for a minimum of five years or so would be more acceptable than a low interest loan with full amortization from the start of the loan period. The most desirable loan program which would serve as an incentive for the early structural stabilization would be a low interest/deferred loan.

Commercial Building Facade Upgrading

Many of the downtown buildings facades have been upgraded and are good contributors to the quality presentation of the downtown area. There are others that have not yet undergone renovation of the building facades and the general exterior appearance of the buildings. There is the need for incentive funding to cause the property owners to upgrade.

Existing programs in other commercial districts range from matching grants to fully amortized loans. Cities that want to implement building loans find themselves in position of operating a loan department and bearing the operational costs. This is one of the two primary reasons why cities elect to provide matching grants. In one case, if the property owner agrees to expend \$10,000 on eligible items, then with: prior approval; the completion of the work; the contractor being completely paid; and with lien releases, the property receives a grant of \$5,000. This program is limited to one/half of the expenditure or \$5,000 whichever is greater.

It is recommended that such a program of building facade improvement funding be implemented and with the funding being provided by a loan, deferred for a specified period of time (say 5 years) or upon sale of the property whichever occurs the earliest. A specific inventory of existing building needing upgrading should be established along with the cost of operating and maintaining the loan program. This should be compared to a grant program and the most cost effective program should be implemented.

Unless State/Federal funding can be generated for this program, this is an eligible expenditure of redevelopment tax increment funding and this program should be included as part of the redevelopment project and funds should be earmarked for the building renovation program.

Design Standards/Guidelines and Handbook

Discussed earlier is the need for the establishment of design standards and guidelines and having them portrayed in an handbook. An early expenditure can not only assure that the buildings will be improved to a compatible appearance based on the Mission Statement theme but would also serve as the impetus or marketing tool in encouraging the property owners to renovate the appearance of their buildings.

Design standards and guidelines by themselves can only serve as restrictive words for those involved to be guided by and open to a wide variety of interpretation. The development of standards and guidelines only is better than no standard at all, but the handbook of sketches which interpret the wording of the standards and the guidelines would provide motivation and leadership in the renovation effort.

*Parking

-Parking: 100 space lot(s)

400,000

The development of an additional public parking lot(s) or a substitute lot for existing public parking will undoubtedly be needed over the next five years. The number of spaces included here is somewhat arbitrary but it recognizes a need that will arise with the vacant property on Main Street being developed with a building and the upper floors of the unreinforced masonry structures being occupied.

The specific location of the development of the spaces is also no specified at this time but there are certain planning parameters offered, one of which is that the parking should not front on Main Street or Railroad Avenue. These are key commercial retail areas and the space should be used for as intensified retailing of goods and services as possible.

A review of the land use map (MAP 2.2) indicates public and non-conforming uses in the commercial core that would be suitable locations for the provision of parking spaces in close proximity to the various downtown uses so that the parking could be used for both short term customer parking and longer term business owner and employee parking.

The funding of parking spaces in an established downtown area can be provided by an assessment district. As was discussed earlier on the infrastructure improvements, the establishment of a benefit formula is difficult. The formula must recognize the varying intensities of commercial development, the provision of parking on-site by the property owners along with determining the most equitable manner to include the public and institutional uses. The residential would be excluded from the benefit formula.

Historically, the smaller the commercial setting, the more difficult it is to establish a parking district.

Since the development of public parking is an eligible expenditure of redevelopment tax increment funding, it is recommended that funding for approximately 100 spaces be included in the redevelopment program. The cost per space of \$4,000 includes acquisition, engineering and hard construction costs.

In the past, there has been State/Federal funding for the development of design standards/guidelines and handbooks and the State Department of Commerce as well as the State Department of Housing and Community Development should be contacted and their funding programs pursued. Since the majority of the buildings are in an historic "overlay zone"

the funding programs of the State Office of Historic Preservation should be contacted and their programs reviewed and pursued if appropriate.

If this program is implemented under the leadership and management of the City of Winters with the private sector under the leadership and management of the Winters Chamber of Commerce, there will be an economical return to the City from a variety of revenue sources.

There will be an increase in public revenues from:

- *development fees;
- *other municipal fees/taxes
- *property taxes
- *increased retail sales
- *other sources

Public funds expended in a growth community on downtown revitalization can be expected to have a leverage of 1:4 to 8. For every public dollar expended on this program, the private sector can be expected to expend project costs plus the City of Winters should expect to receive revenues of between four to eight dollars.

If attention is focused just on the City's share of the retail sales tax, and assuming that there can be an increase of the retail sales leakage as indicated in the Marketplace section of this report, the costs of this economic development program including the funds loaned will have been recouped over an approximate six to seven year life of the project.

The City will have received the additional financial revenues of the other sources from: municipal fees and taxes; property taxes; and other sources as a dividend for this up-front funding.